METHODS TO INCREASE THE NUMBER OF SUCCESSFUL TRANSFERS BETWEEN PROGRAMS BY STUDENTS IN ADULT LITERACY PROGRAMMING

A Research Report

Prepared by: Stephen Challis

For: the Literacy Workers' Alliance of Manitoba in Conjunction with the Building Better Links Steering Committee

Funded by: Secretary of State, Canada

June, 1991

TABLE OF CONTENTS:

A. Executive Summary..... 1

B. Statement Of Purpose..... 4

C. Description Of Methodology..... 7

D. Definition of Terms..... 13

Part 1. Community-based And Institution-based Programming: A Comparison

(A) Fundamental Principles..... 19

(B) Program Design: Specific Programs..... 25

(a) Community-based..... 25

(b) Institution-based..... 29

(i) College-based..... 29

(ii) School Division-based..... 32

(iii) Integrated Programming..... 35

(iv) Other - Laubach Method..... 39

- Computer-based..... 40

- Distance Education..... 41

(C) Program Design: General Issues Affecting Transition Students..... 42

(a) Introduction..... 42

(b) Inter-program referrals..... 42

(i) System-wide Referrals..... 42

(ii) Student Self-Referrals..... 43

(iii) Integrated Programs: Access North..... 43

(iv) Integrated Programs: HROC..... 44

(c) Admissions Policies And Accreditation..... 44

(i) College Vocational Programs..... 44

(ii) College Upgrading..... 45

(iii) School Division: WAEC..... 45

(iv) Integrated Programming: Access North..... 46

(v) Integrated Programming: HROC..... 46

(d) Student Academic And Personal Support Services... 47

(i) Vocational, Upgrading And School Division Programs..... 47

(ii) Integrated programming: Access North..... 48

(e) Space In Programs, Time-limits And Attendance Policies..... 49

(D) Summary and Conclusions..... 51

Part 2. Who Are The Students In The System?

(A) Record Of Interviews With Students..... 57

(B) The Student Population In Community-based And Institution-based Programs: Similarities And Differences..... 57

(a) Age And Gender..... 57

(b) Self-concepts..... 57

(c) Personal Histories..... 59

(C) Transition Students, Who Are They?..... 60

(a) Students In Community-based Programs Who Expressed An Intention To Transfer To An Institution-based Program..... 60

(b) Students With Experience In Institution-based Programs Now In Community-based Programs..... 70

(c) Students In Institution-based Programs With Experience Of Community-based Programs..... 71

(d) Students In Institution-based Programs Considering Transferring To Community-based Programs..... 72

(D) Summary And Conclusions..... 75

Part 3. Student Financial Aid

(a) Policy Issues..... 80

(b) Barriers To Transitions..... 80

Part 4. Methods To Increase The Number Of Successful Transfers Between Programs By Students In Adult Literacy Programming

Introduction..... 82

(a) Task-specific Recommendations..... 83

(b) Program Specific Recommendations..... 85

(c) System-Wide Recommendations..... 90

Conclusion..... 97

5. Footnotes..... 99

6. Bibliography.....101

7. Appendix I.....104

8. Appendix II.....105

A. EXECUTIVE SUMMARY

The purpose of this study is to investigate and analyze from the learners' perspectives the potential for collaboration between and the articulation of community-based and institution-based literacy programming which would contribute to an increased number of students who successfully transfer between these programs.

The principle research activities undertaken included a series of meetings with the steering committee to receive advice and direction, a literature review, visits to 18 adult literacy programs or related offices, interviews with 40 adult literacy students (20 interviews in one-on-one situations, 20 in informal group discussions) and interviews with a variety of staff in each of the programs and offices visited.

The results of the research are divided into four parts:

1) a comparison of community-based and institution-based programming.

2) a description of the students in both types of programming, including profiles of 14 students.

3) a brief description and analysis of the various sources of student aid available and the barriers to transfer posed by the current student aid policies.

4) discussion and a series of recommendations aimed at increasing the number of successful transfers between programs by students.

In Part 1, the researcher finds that there are significant differences between the fundamental principles, program design and schedules in each type of programming. Also, there is a high degree of variety in the adult literacy programs within each type of programming. The variety and choices facing the student are not necessarily disadvantageous to the student; however, it is important that the student choose programming which can adequately serve his or her needs if the student is to be able to successfully complete a transfer. Also, there are a number of systemic barriers to transfers that students face including a shortage of seats in most programs, a lack of equivalent and portable accreditation, differences in teacher materials and methods between learner-centred and individualized programs, and the inability to study part-time in most institution-based programming.

In Part 2, the researcher is unable to identify significant differences between the student populations in community-based and institution-based programming (except for qualitative observations regarding the median age of students and intake grade assessments of students in both populations). The inability to identify additional differences in the two populations may arise from limitations on methodology arising from the small size of the student interview sample and the insufficient statistical and background information available to the researcher regarding these populations.

The results of interviews with the 14 students profiled in Part 2, all of whom were transition students, indicate amongst other things, that 12 of the 14 students (86%) show at least some of the signs of a non-confident student, 4 of the 14 students (29%) have high academic potential, 10 of the 14 students (71%) have moderate academic potential and 3 of the 14 students (21%) have unrealistic career goals. The researcher concludes that the characteristics observed in the student population which include a variety of ages and personal histories combined with a high incidence of non-confidence, creates a demand for adult literacy programming which is varied, flexible and innovative, and which attempts as much as possible to serve both the academic and non-academic needs of the students. Also, the researcher observes that the internal and external barriers to transfers place all the transition students in this study at risk (to varying degrees) of not successfully completing a transfer between programs. The latter observation indicates that integrated programming should remain an important element of programming in the field of adult literacy training, particularly for serving the needs of non-confident students in institution-based programming.

In Part 3, the researcher notes that the system of financial aid creates some inequities and that a number of dilemmas arise for students which may act as barriers to transfers between programs.

In Part 4, the researcher presents a series of recommendations which address three main barriers to successful transfers between programs. These are:

(i) the need to improve mechanisms for referrals and student self-referrals between programs,

(ii) the need for coordinated planning in the field of adult literacy training and basic education as a prerequisite to achieving greater articulation and coordination of programs, and

(iii) the need to adopt and/or expand certain elements of program design aimed at better serving the needs of non-confident students.

The researcher concludes that implementation of the recommendations presented would contribute to a greater student success rate, measured in terms of students achieving their goals.

B. STATEMENT OF PURPOSE

In Manitoba, two main types of programming for adults offering literacy training and education appear to be emerging. These two types of programming have been widely characterized as: (a) community-based, and (b) institution-based.

Community-based adult literacy programming in the province began to increase in size and scope after the establishment of the Manitoba Literacy Council in June 1989 and the Manitoba Literacy Office in September 1989. These agencies were created after the release of the report of the Manitoba Task Force on Literacy, April 1989.(1)

The Manitoba Task Force recommended amongst other things that: "...the Government of Manitoba commit itself to the most rapid development of province wide, learner centred, community-based programs for adult literacy ...".(2) This recommendation was one of several made by the Task Force in recognition of the need to create other pathways to literacy for adult learners, in addition to the traditional highway to literacy provided by the school system. The meaning of the phrase: other pathways to literacy was described in part in the Task Force report as a policy which would lead to a positive transformation of the literacy field:

> ... from one in which skills - interpreted in terms of grade levels and viewed as being primarily of economic value - are 'administered', to one in which motivated adults and communities seek literacy for their own purposes, including cultural, social, religious, political and other purposes,.... (3)

Although the Task Force report pointed out that the school system does function as a effective highway to literacy for the vast majority of young people, the quotation above underscores the fact that the members of the Task Force also saw the need a for new and emerging type of adult literacy programming. This type of adult literacy programming involves adults in communities seeking and obtaining literacy in ways and for purposes that they define for themselves.(4)

Although community-based programming is a relatively recent phenomenon in the province, institution-based adult literacy programming, on the other hand, has existed in the province since the mid 1960's, when the various community colleges began to offer literacy training as part of their participation in the federal Basic Skills and Training Development (BTSD) and Basic

Job Readiness Training (BJRT) programs funded by Employment and Immigration Canada and its predecessor federal ministries.

These programs have continued to operate in various forms since the mid 1960's, and they remain the largest adult literacy programs in the province; however, other large institution-based programs have since been initiated: notably the Winnipeg Adult Education Centre (WAEC), created and administered by the Winnipeg School Division since the early 1980's, and various smaller programs created and administered by various corrections institutions, some voluntary associations and some private corporations.

Since their inception, these institution-based programs have utilized techniques and maintained goals closely tied to the provision of literacy and numeracy skills for the purposes of preparing adults for employment or further employment related training, or possibly for further academic study. In part because they have been tied to these purposes, the programs have been in most cases individualized in design, and they have utilized skills-based curricula. (Some aspects of programming at the WAEC cannot be described in this way.)

A preliminary examination of the current operation of the community-based and institution-based programming in the province has shown:

- that there are some differences between community-based and institution-based programming in the key areas of fundamental principles, program design, student population, accreditation, and funding.

- that the individual programs are not closely coordinated, nor are there well developed linkages for students to move easily from one form of instruction to the other.

- that there is sufficient evidence, statistical and anecdotal, that the rate of transfer of students between community-based and institution-based programming is low, and that there are a significant number of students in the system who could benefit from such a transfer. (Statistics obtained from community-based programs operating in 1991 indicate that 56% of the total student population in community-based programming express an intention of seeking further training after they complete their work in the community-based program.)

The purpose of this study is to investigate and analyze from the learners' perspectives the potential for collaboration between and the articulation of community-based and institution-based literacy programming which would contribute to an increased number of students who successfully transfer from community-based programming to institution-based programming (and to a lesser extent, vice versa.)

Based on the results of this analysis, the study will propose a plan of action for collaboration between and the articulation of community-based and institution-based programming which when implemented will contribute to an increase in the number of students who successfully transfer from community-based programming to institution-based programming (and to a lesser extent, vice versa.)

C. DESCRIPTION OF METHODOLOGY

The research methods used in the project primarily involved qualitative analysis, as applied to the documents, observations and information gathered and reviewed by the researcher in the period between 5 September, 1990 and February, 1991.

Framework Of Analysis

The information received and the observations made in the project were interpreted by the researcher within a general framework of analysis, constructed from three main assumptions:

- students do not successfully complete transfers between programs, even though they express a desire to do so, at least in part because the programming currently available does not adequately serve the needs of such students.

- if programming did more adequately serve the needs of such students a larger number would successfully complete such a transfer and finish their literacy, vocational or academic training.

- students who express a desire to transfer from a community-based to an institution-based program will on balance eventually benefit from such a transfer - according to some indicator of social, economic or personal gain to the student.

Research Methods

The principle activities undertaken in the project to obtain sufficient information and to make sufficient observations to draw conclusions and make recommendations regarding the questions posed in Section B. Statement of Purpose above, included:

- a series of meetings with the members of the steering committee to receive direction, information and advice, to set time-lines, to review documents, observations, and recommendations, and to approve the final report submitted herein.

(The members of the Building Better Links Steering Committee are listed in Appendix I.)

- a literature review, including an ERIC search.

- visits to 18 adult literacy programs or related offices in the province. (A list of programs and offices visited appears in Appendix II.)

Program Visits

The two main objectives during program visits were:

- for the researcher to identify and observe those aspects of program design in community-based and institution-based programming which influence the number of successful transfers between programs by students.

- for the researcher to gain insight into the characteristics and needs of the student population served by the various types of programming in the province so that a typification of those students could be presented in this document and so that policies could be formulated and recommended in this document which reflect and accommodate the needs of those students.

During the program visits, the researcher divided his time approximately into equal parts of:

- observing the classroom setting and examining curriculum materials,

- interviewing teachers and administrators,

- interviewing students, and

- tutoring students.

The location of program visits was determined in consultation with the steering committee and the choices were made in an attempt to provide the researcher with an overview of programming in the province in terms of its geographical location: urban, rural, northern, and type: community-based, college-based, school division-based, corrections-based, and related offices and agencies.

The researcher attempted to spend a minimum of one working day in each program visited and in some locations, because of return visits, the total time spent in the program amounted to two or three working days. Programs where the researcher spent more than one day include Journey's Education Association, Brandon Friendship Centre, Winnipeg Adult Education Centre, Assiniboine Community College, Keewatin Community College, and Red River Community College - Brooklands.

Interviews With Students

The observations that follow in Part 2. Who Are The Students In The System ? are organized into two parts:

- those which describe the similarities and differences between the characteristics of the student populations in community-based and institution-based programming.

- those which describe the characteristics of one sub-group within the student population described above: transition students.

Because the focus of the present study is to find ways to implement articulation and collaboration to facilitate student transfers, the researcher, in conjunction with the steering committee, decided to concentrate his efforts on meeting and interviewing one sub-group within the total student population: transition students.

Transition students are for the purposes of this study defined as:

- students currently in community-based programming who express an intention to transfer at some future date to an institution-based program.

- students currently in community-based programs who have previously studied in institution-based programs.

- students currently in institution-based programs who have previously studied in community-based programs.

- students currently in institution-based programming who express an intention to transfer at some future date to a community-based program.

The decision to concentrate on transition students was based on the assumptions that these students are most likely to attempt a transfer and, therefore that measures to facilitate transfers between programs should firstly be aimed at serving such students. These assumptions should not be taken to imply that adult literacy programming should only consider the needs of transition students; however, non-transition students are not within the primary concerns of this study. Also, it must be noted that all students at some future date have the potential to become transition students; therefore, the needs of non-transition students cannot be ignored by this study. Also, the researcher notes that there exists a large group of individuals

not within the parameters of the present study who are not currently served by adult literacy programming in the province, but who at some future date will likely require some literacy training. Statistics gathered by the researcher indicate that approximately 3,000 to 3,500 students are currently being served in Manitoba by adult literacy programs. Statistics Canada figures classify 140,000 Manitobans as functionally illiterate. The difference between these two figures suggests that a very large number of Manitobans who could benefit from the service of adult literacy programming are not being served.

Typification Of Student Populations And Profiles Of Students

The typification of the student populations and the profiles of individual students that follow in Part 2. are constructed using:

- the results of the interviews and discussions with students.
- the observations received from staff members interviewed (a minimum of one staff member was interviewed in each of the programs visited, listed in Appendix II).
- the observations made of classroom activities during program visits.
- existing documentation and statistics describing or referring to the student populations in Manitoba or in other Canadian jurisdictions.

The distribution of the location of interviews with staff and students was determined by the location of program visits and by the time available to the researcher during program visits. The number of interviews with students that the researcher was able to do in each program varied and depended on a number of factors. These included:

- the time spent in each program. Budget restrictions for out-of-town travel restricted the researcher to one or two day visits to programs outside Winnipeg.
- the ability of the researcher to meet with students in an intimate setting.

  In most programs, the researcher observed that students were reluctant to talk to the researcher about their personal and academic histories in the presence of other students.

In the initial stages of the project, the researcher attempted to do group interviews, with the researcher leading the discussion: however, this method appeared to cause unacceptable levels of discomfort for most students, and it led to unsatisfactory responses to the researcher's questions.

Thereafter, the researcher attempted to meet students on a one-to-one basis. Although the observation of students working as a whole class also continued, where possible.

Where time allowed, the researcher attempted to interview a student after having worked as a tutor with the student on some aspect of their literacy or numeracy work for a period of one to three hours. The researcher observed that by working with a student as a tutor he was able to obtain information and make observations regarding the student's educational history and current educational needs not obtainable through question and answer sessions with groups of students or with individual students whom he had not had an opportunity to tutor.

- the difficulty the researcher encountered finding transition students, as defined above, in institution-based programs. This task was difficult because community-based programming is a recent source of students to institution-based programming and only a small number of students have had time to work through their programs in a community-based setting and gain entry to an institution-based program. Also, many students are reluctant to provide complete educational histories to program administrators. Such information may only become available after the student and teacher have worked together for several months. For this reason, program administrators, particularly in institution-based programs where class sizes tend to be larger, may not be aware of all of the places where a student has studied prior to his or her entry to the present program.

- once a student leaves a particular program it is very difficult to track his or her movements as he or she moves between classes and programs.

General Limitations On Methodology

In addition to the limitations on methodology noted above, the following limitations which affected the types and scope of conclusions and recommendations possible in the present study are highlighted:

- Analysis and conclusions regarding the similarities between the student populations in community-based and institution-based programming is presented in Part 2.; however, the total number of students interviewed was too small and the related background information and observations gathered was too limited for the researcher to present in-depth analysis and conclusions on the differences (including for example: age, gender, personal and academic histories) between the student populations in community-based and institution-based programming (except for qualitative observations regarding the median age of students and intake grade assessments of students in both populations).

- Although some reference is made to programs in jurisdictions other than Manitoba in Part 4., the researcher had limited information and in-person experience and observations on which to judge the efficacy of such programs.

- The variety of learners' perspectives and the difficulty students have expressing their perspectives to the researcher limits the degree to which the present study can be referred to as being from the learners' perspectives. (This problem was compounded by the researcher's inadequate attempts to explain to students the goals and objectives of the study so that they might better understand what kind of information was being sought after.)

D. DEFINITION OF TERMS

For the purpose of this study, the following definitions have been adopted:

- Literacy is "the ability to read, write, comprehend and use (English and) sic mathematics adequately to satisfy the requirements the learner sets for him or herself as being important for his or her own life." (5)

- A community is "residents of a neighbourhood or a group of persons sharing a common racial, cultural or ethnic heritage". (6)

- An institution is "regulative principles which organize most of the activities of individuals in a society into definite organizational patterns from the point of view of some of the perennial, basic problems of any society or ordered social life." (7)

- Community-based adult literacy programming, as it currently exists in Manitoba, is those adult literacy programs wholly or partially funded by the Manitoba Literacy Office and/ or the federal Secretary of State. A total of 35 programs (27 provincially funded, and 8 federally funded demonstration projects) are now operating in a variety of locations, and they are administered by community-based literacy working groups (or boards of directors) and operated within guidelines provided by the funding agencies. The Frontier School Division provides administrative and technical support to five of these programs, and the John Howard Society and the Elizabeth Fry Society provide similar support to 3 programs located in correctional institutions.

  The 3 programs operating in correctional institutions which receive funding from the Manitoba Literacy Office or the Secretary of State use some of the aspects of community-based programming (particularly the learner-centred approach to program design), but they do not have Literacy Working Groups. Working Groups are discussed in section 1 below.

- Institution-based adult literacy programming, as it currently exist in Manitoba, is those adult literacy programs wholly or partially funded and administered by the Winnipeg School Division, the provincial community colleges, some correctional institutions, training centres, privately-run corporations, distance education and some volunteer

associations. There is a great variety of policies and procedures distinguishing the many programs included in this list; however, for the purposes of this study these programs are considered to be more closely associated with the policies and procedures characterized by institution-based, rather than community-based programming.

- College up-grading refers to college-based adult literacy programs , but not to integrated programs. Most of the latter are, in fact, located at colleges and they are for the purposes of this study considered to be within the broad category of institution-based programming; however, some aspects of integrated programs differ from college up-grading. Details on these differences are provided below.

- The three distinct locations for college up-grading in Manitoba are Adult Basic Education (ABE) at Red River Community College in Winnipeg, Developmental Studies at Assiniboine Community College in Brandon, and College Preparation at Keewatin Community College in The Pas.

- Stage One learning - the student says he or she cannot read at all. They can barely sign their name and have difficulty with simple reading or writing tasks. Approximately grade 1 to grade 2 equivalent.

- Stage Two learning - the student can read some headlines, can write simple sentences (even if these have some spelling errors) and they can read simple texts. Approximately grade 3 to grade 4.

- Stage Three learning - students need guidance in developing writing skills, including, re-drafting and re-writing. More spelling work is required, depending on the students individual needs, and vocabulary and comprehension development is required for more complex reading materials. Approximately grade 5 to grade 8.

- Stage Four learning - students are preparing to enter college, or other vocational training. Students need guidance in developing a variety of writing skills and writing styles, including basic essay writing. Comprehension and vocabulary development for intermediate and some advanced reading material is required. Approximately grade 8 to grade 10. (8)

- Skills-based curricula (also known as materials-directed curricula) are used to teach many subjects. These curricula divide each of the subject areas (reading, writing,

spelling, math, science, life skills/learning strategies) into a hierarchy of skills and allow the students to work through the materials in a programmed and individualized manner with regular mastery tests provided on a flexible, but time limited, schedule.

The most common type of learning material used in a skills-based curriculum is a pre-packaged programmed exercise centred on teaching a specific skill.

These types of exercises are commonly used for instruction in both literacy and numeracy. Typically, such exercises give an example either in print or diagram form; the example is followed by a rule derived from the example; the student is then asked to apply the rule to several examples that follow; the student is then tested on his or her application of the rule to examples.

Some of the following teaching methods are used to teach reading and writing in skills-based curricula:

The grammar-based method to teach writing at all levels utilizes programmed exercises aimed at helping students identify and use parts of speech and use punctuation.

The phonics method is often used to teach reading at the Stage One and Stage Two levels. This method involves helping students practise visually recognizing letters and groups of letters which represent specific sounds. In this way, students are taught to recognize words and word patterns.

To teach reading at the Stage Two level and higher the guided-method utilizes series of programmed exercises which are graded according to difficulty and which contain short stories and excerpts from a wide variety of sources. The students are asked to progress through the exercises answering in writing, or according to a multiple choice format, questions aimed at testing and improving comprehension and vocabulary.

To teach writing at all levels, the guided-method asks the student to fill in letters, words or phrases missing from sentences or paragraphs, or to write one word answers or short sentences in response to questions based on written passages. Students may also be asked to combine clauses and phrases using commas, semi-colons, conjunctions, conjunctive adverbs, and subordinate pronouns.

At the Stage Two level of writing and higher, the guided-method uses controlled compositions, where students are asked to compose sentences, from logically related groups of words, phrases and clauses, and then paragraphs, from logically related groups of words, phrases, clauses and sentences.

At the Stage Two level of writing and higher, the guided-method may also ask students to study and analyze the elements of paragraphs in preparation for the composition of short personal, descriptive or expository paragraphs and essays.

- Language experience curricula are generally used to teach reading and writing. They rely heavily on the student's life experiences to generate stories, letters and commentaries which can be used as the material for teaching both reading and writing. Although slightly different teaching methods are used in this curricula for Stage One and Stage Two students, the guiding principle is that the teaching materials will arise from the context of the student's life, either in the form of student generated materials, or in the form of material that has a direct connection to the student's life.

  Teachers using language experience curricula may use the process approach for students working at the Stage Two level and higher of writing. This may involve the following, although this list is not exhaustive:

  - modelling the writing process by composing on the chalkboard, on chart paper, or on the overhead, and soliciting the students' help in shaping the writing.

  - encouraging adults to develop their own ideas for writing topics.

  - introducing adults to a variety of written language forms (stories, folk tales, fables, myths, poetry, journals, interviews, plays, reports, various kinds of items found in newspapers and letters) and encouraging adults to use such forms for their own writing.

  - encouraging adults to write about literature they have read, perhaps in writing alternative endings, sequels, or book reviews.

  - encouraging adults to write about topics in science and social studies.

- group discussions of students' writings, including peer response to writing.

- typing, editing and publishing student writing, with student involvement in this process.(9)

Programs using language experience curricula frequently ask students to store and organize their writing in portfolios so that work may be easily reviewed and evaluated by both the student and the teacher.

- A learner-centred program (also known as teacher/student directed) is one which attempts to accommodate students' needs at all levels of study and which attempts to determine methods and materials for serving each student's needs through a collaborative process involving the teacher and the student.

Students in a learner-centred program may choose to use skills-based curricula or language experience curricula or other curricula.

Learner-centred programming is often used by community-based programs and its uses is sometimes associated with the notion of empowerment. Empowerment is defined as "the ability to direct one's life rather than having it directed by others" and literacy for empowerment is defined as "literacy that enables the learners to control and shape their lives." (10)

Further discussion of learner-centred programming is provided in Part 1. below.

- An individualized program is one which attempts to accommodate the needs of the student at all levels of study using a set body of learning materials. (Although the materials are set, they often allow for variation and choice according to the student's and teacher's preferences.)

Students working in individualized programs are guided through those segments of the learning materials which address the student's academic needs. (Incidentally, various non-academic needs may also be addressed by these materials, most often through the choice of content in such materials.)

The student's needs are determined using a variety of measures including:

- standardized level placement tests and diagnostic tests.

- interviews and discussions between the student and staff.

- assessments of progress and grading of assignments and portfolios.

- choices made by the student as he or she works through the learning materials which allow the student to identify needs and preferences.

(Some of the assessment measures listed above may also be used from time-to-time in learner-centred programs.)

Individualized programming is often used by institution-based programs, although it may also be used by community-based programs.

Individualized programs often use skills-based curricula, although aspects and elements of language experience curricula may also be used.

Part 1. Community-based And Institution-based Programming: A Comparison

1. (A) Fundamental Principles

Allowing for a large measure of gradation across the two systems and allowing for the fact that the specific programs in the province may or may not consider themselves as being solely within one or the other type of programming, it can be seen that a significant number of programs in the province do operate, generally, under one or the other set of principles outlined below:

Community-Based:

(i) A fundamental principle of community-based programming is that such programming is created by and for a specific community. The key words here are by and for. Community-based programming is created by an individual, or group of individuals, for a specific community. (11) Inherent in this action of creating a program is the assumption that the community receiving the program can be identified, according to some parameter of common experience or common need, and that the community does have some degree of need for the program.

A question arises as to whether or not the initial decision and/ or impetus to begin a community-based program must originate in the community receiving the program. Experience so far at the Literacy Office has shown that it is not uncommon to see the decision to begin programming made and largely implemented by an individual or group of individuals recognized as being community leaders or community facilitators. Such persons may or may not have some expertise in the fields of education and literacy, and they may or may not live their non-working lives within the community, but normally they are seen or see themselves as being well acquainted with and responsive to the needs of the community. (12)

In practice, a decision to provide community-based instruction in literacy in the province normally follows a set of guidelines issued by one of the agencies involved in the administration or funding of community-based programming, such as the Manitoba Literacy Office, the Frontier School Division, or the Secretary of State. The Manitoba Literacy Office guidelines stipulate that persons setting up community-based programming must establish a working group made up of a representative sample of members of the community. (Some federally sponsored community-based programs have a board of directors, instead of a Literacy

Working Group.) The working group must have between 3 and 9 members and must set for itself the tasks of developing a community profile, analyzing the needs of the community and establishing a direction for adult education and literacy in the community. Once those tasks are completed, the working group must then set out to satisfy the needs it has identified, including amongst other things, hiring staff, providing services and support to students, and acting as the liaison between workers, programs and the community.

Funding, technical assistance, and advice are provided to the working group by the Manitoba Literacy Office, the Frontier School Division and/or the Secretary of State, to carry out the process outlined above, and they continue to be provided, as long as the working group continues to meet the needs that have been identified in the community. (13)

(ii) A second important principle in community-based programming is that programming occurs as part of an effort to effect "community improvements and progressive social change". (14) This aspect of community-based programming may be rooted in the notion which associates such programming with individual and community self-help. (15) It may also arise from the fact that, not infrequently, community-based programming is used to serve the needs of groups which can be described as "poor and (or) of a minority background." (16) It must be noted that community-based programming is not used exclusively by such groups; however, when groups (or communities) which are"poor and (or) of a minority background" use community-based programming they may do so as one means of addressing some of the problems they face as a result of their social, economic or cultural status. It must also be noted that only a few community-based programs operating in Manitoba explicitly indicate a social or political goal as part of their program mandate. In most cases, the goals of community-based programs are articulated as being related to self-help, community education and literacy training.

The degree to which community-based programs see themselves as having a social or political function may also affect the degree to which they see their decision to use learner-centred programming as part of an effort to create empowerment in the students and in their community.

It is commonly seen that where community-based programming explicitly identifies empowerment as one its programming goals, learner-centred programming is used. (17) However, because learner-centred programming is also used in some community-based programs and some institution-based programs, where empowerment is not an explicit aspect of the programs' goals , its use would

suggest that there are compelling pedagogical, as well as social and political reasons for using this approach to program design, and that learner-centred programming, although widely used in community-based programming, is not a fundamental principle of community-based programming. (The researcher notes that it might be possible, although not necessarily desirable, to design a community-based program that does not use learner-centred programming.)

Institution-Based:

(i) A fundamental principle of institution-based programming is that such programming must occur within the terms of the institution's goals, principles and objectives, as set out in the institution's constitution and many other related statements of policy. (18)

According to these goals, principles and objectives, an institution-based program might establish for itself the objective of serving a specific community, in the same way that a community-based program might do; however, unlike a community-based program, an institution-based program may also set for itself the objective of serving a number of communities, or the "public-at-large." (19) It must be noted here that according to the definitions offered in Section D. above once a community-based program adopts a constitution and various statements of policy and objectives, it too in theory becomes an "institution."

The way in which principles, objectives and policies are formulated and changed in institution-based programs varies widely, and the nature of the process depends very much on whether the institution is publicly funded, profit-making, or not-for-profit. In publicly funded institutions this process normally involves a complex dialogue between elected officials, boards of governors, administrators, teachers, students, and the public. (20)

A question that institution-based programming must continually grapple with is: How should institutions resolve conflicts they encounter serving the needs of their students versus serving the needs of the "public-at-large." In some key situations, it is seen that institution-based programming resolves these conflicts differently from community-based programming, and this results in differences in policy and methods in the two types of programming.

These differences in policy and methods include:

- an attempt by institution-based programming to measure the student's level of academic achievement according to an objective standard so as to be able to demonstrate to the public as well as to the student that the student has achieved the level of competency required for the student to function in society, or, at a minimum, to function in one aspect of society, as required in a specific job or course of further study. (21)

  In contrast, community-based programming does not attempt to measure the student's level of achievement according to an objective standard; rather, it measures the student's achievement according to subjective standards, involving student self-evaluation, teacher opinion, and the community's assessment of the student work. The latter form of assessment involves exchanging work between students, publishing finished work in student-made or other local publications, or posting work in the classroom. (22)

- the fact that institution-based programming determines the content and form of curriculum through a consultative process involving the teacher, the administration, the board of governors and the "public-at-large." (It must be noted that, often, teachers in institution-based programming play the leading role in setting curriculum, and depending on the teacher's philosophies and methods, this method may involve a high degree of student involvement and control.) (23)

  Community-based programming, on the other hand, utilizes the learner-centred method to set curriculum. (It must also be noted that through this method, a student could choose to follow a curriculum essentially the same as might be offered in an institution-based program.)

- the fact that institution-based programming, in general, is willing to serve individuals who do not come from, or reside in the community where the institution is located; whereas, community-based programming is more likely to restrict participation to members of the community. (No clear mechanism has been identified to determine whether or not an individual is a member of the community being served.) This difference in policy may be tied to the fact that community-based programming is involved in serving individuals so that they may change themselves, and in the process, change the community; whereas, institution-based programming serves individuals so that they may change themselves, or be changed, without the institution being changed. (24)

(ii) A second fundamental principle of institution-based programming is that it attempts to serve its clients as individuals whose needs can be separated from the needs of the community from which they emerge. (25) This principle may arise from the fact that institution-based programs often have difficulty determining the needs of the community or communities they serve but, ostensibly, they can determine an individual's needs by a variety of tests and interviews.

Community-based programming, in contrast, attempts to see the student's and the community's needs as connected. It does not specifically attempt to measure the student's needs; rather it lets the students identify those needs through the learner-centred method, and assumes that the needs that the student will meet are relative to, or in relation to, community needs. (26)

Having identified the student's needs, an institution-based program then attempts to match the students with a specific service, or a limited set of services, which it offers. (27)

The main technique used by an institution-based program to match the student with the services it offers is to group individuals into classes according to their experience and skill level. Once this grouping occurs, the program can provide equal and similar kinds of service to persons in each group and assume that they will be able to benefit from this service equally, within the limits of each individual's abilities. (28)

Community-based programming, in contrast, attempts to match the service it offers to the student, primarily through the negotiations involved in the learner-centred method. Having identified what the student needs to meet his or her own needs, community-based programming does not then group individuals into classes; rather, it places all students together and attempts to compensate for their differences through a variety of methods, including: peer-tutoring and co-operative teaching. (29) Underlying this strategy may be the notion that in a community-based setting the stronger (or experienced) members of the group should help the weaker (or less experienced).

To match students to services, institution-based programming often uses some of the following methods:

- to divide the content of the learning materials into a number of subject areas, for example Communications, Mathematics, Science and Social Studies. (In contrast, community-based programming has a greater tendency to use learning materials of a multi-disciplinary nature, particularly where those materials relate to a task specific project.)

- to divide the duties of the program staff according to the subject they teach, or according to the non-teaching duties they perform, such as counselling, remedial tutoring, administrator or other related support staff. (Generally, community-based programming does not make a distinction between teaching and non-teaching staff. Where specialized assistance or advice is needed, members of the community may be invited into the program as guest speakers or guest tutors.)

In situations where the student's non-educational needs may inhibit his or her ability to function within the institution-based program, the program may utilize one or more of the following methods to serve the non-educational need (this list is not exhaustive):

- to provide courses which concentrate on non-academic subjects needed to supplement or complement the student's academic needs. These courses may include topics such as: Life Skills, Learning Strategies, Time, Money and Stress Management, Confidence and Self-Esteem Building, Dealing with Drug Abuse and Addictions, Cultural Orientation, and other topics.

- to provide compensatory funding and other types of assistance to students in the form of student allowances, loans and bursaries, child care and transportation.

- to provide counselling or referrals to counselling for matters of a personal nature. (30)

Community-based programming tries to address the student's non-academic needs in a variety of ways. These include:

- providing an opportunity for the student to achieve his or her academic goals with the notion that success in this area will translate into increased success in other non-academic areas, particularly those related to confidence and self-esteem.

- creating an environment in the class that encourages self-respect, the appreciation of racial and cultural differences, and a sense of individual and group empowerment.

- providing inspiration and support for students to work on personal and social goals outside of the classroom. Most often this involves inviting into the classroom members of the community with expertise or special experience to give presentations, lead discussions or to act as short-term tutors. (31)

1. (B) Program Design: Specific Programs

(a) Community-based

- Programs Described: Journey's Education Association, Brandon Friendship Centre, The Pas Friendship Centre, Moose Lake Adult Literacy Program, Samaritan House, Beat the Street.

- Programs Not Visited: 29 community-based programs operating in a variety of locations in the province.

- Program Schedules: program schedules vary according to the needs and preferences of the students and the resources available to the program. Most programs are part-time and typical hours of operation are Mondays and Wednesdays 1:00 p.m.-7;00 p.m. OR Tuesdays and Thursdays 7:00 p.m.-10:00 p.m., September to June. Students may attend the day or evening session.

Program Descriptions:

The goals of community-based programming are to serve whatever needs relating to literacy and adult education that the Literacy Working Group (or board of directors) identifies in its community needs assessment. Typically, such assessments identify a wide range of needs amongst members of the community, from basic level literacy and numeracy to Grade 12 or pre-vocational training. As well, the assessment frequently identifies literacy and numeracy needs relating to personal and/or task specific matters.

In addition to the academic needs of the members of the community, the Literacy Working Group may identify important non-academic needs that can be served by the program. These needs may arise from the fact that various members of the community may have consistently faced barriers to participation in institution-based programming, and the community-based program must attempt to reduce or eliminate any barriers to attendance they face. Some of the barriers commonly identified here relate to child care, tuition fees, transportation, and scheduling.

As well, the Literacy Working Group may identify in the needs assessment barriers to participation that relate to the students' self concept, and which may include problems with low self-confidence, low self-esteem and feelings of cultural alienation.

The learner-centred method is used to develop a plan of study to meet the academic and non-academic needs of each student. This method places a large degree of control in the hands of the student over matters such as the goals of study, the form and content of curriculum, and the student's use of time. Decisions regarding these matters are made in close consultation with the teachers in the program, with the student having the final decision in each case.

As a general rule of policy, community-based programs do not administer standardized intake tests to determine a student's skill entry level.

When group activities are contemplated in learner-centred programs, the students make decisions using a majority vote, or, if they wish, the consensus method.

Some community-based programs may use the "problem-posing method" as described in the writings of Paulo Friere for group activities, although the researcher did not observe this method widely used in Manitoba.

The researcher observed the following curricula and teaching methods used in the community-based programs visited:

- For teaching reading and writing, language experience curricula is most often used.

- Some programs also use skills-based curricula, particularly when the student expresses a desire to prepare for upgrading at a community college.

- Skills-based curricula are used extensively to teach numeracy in community-based classes.

- The researcher did not observe curricula specifically related to science used in community-based programming; although, it may be introduced in task specific projects and through the use of language experience curricula.

- The researcher also observed task specific projects undertaken by students, including:

  - preparation to write a driver's licence examination.

  - learning to read instructions on setting a trap.

  - learning to read children's stories.

- learning to read specific documents related to pensions.

- learning to read a carpentry manual.

The researcher also observed that in order to develop the students' interpersonal skills, oral communication and to develop a sense of group cohesiveness, staff initiated group activities especially where those activities could produce materials arising from the students' lives. Some of the activities undertaken included projects involving drama, visual arts, sculpture, fabric arts, the electronic arts, or the printing and publication of student writing, either in book or newspaper format.

Group discussions on various community issues, such as nutrition and relevant health-care topics and other culturally and/or socially relevant topics, were also undertaken as a means to initiate the development of learning materials and for the students to practise oral self-expression.

The materials produced by students which address some of the socio-economic and/or personal concerns of the students may be used outside of the class for public awareness or fund-raising campaigns by either the students or teachers.

Where appropriate, the instructors engaged in activities with the students outside of the classroom that served an educational or community purpose.

Students are also encouraged to become involved in the operation of the program, at all levels, from peer-tutoring to secretarial, accounting and maintenance work, and in some programs the students are given representation on the program's board of directors. Students may also be given a voice in the selection of the teachers, hours of operation and location of the program.

An annual Learner's Conference is held to bring together adult literacy students and teachers from across the province, and students play a vital role in the planning and operation of this conference. Other examples of group activities undertaken include: a Christmas party, monthly birthday parties and a graduation.

In all of the activities noted above, teachers attempted to work with students first and foremost as peers, or as colleagues, or where appropriate, as facilitators of group action and group learning.

Accreditation:

No formal accreditation is granted. Some programs grant informal certificates of achievement, indicating the total number of hours the student has spent within the program.

A small percentage of students in community-based programs indicate that they wish to obtain their GED (General Educational Development) diploma of grade 12 equivalency.

GED testing and the issuance of transcripts is administered by the Distance Education and Technology Branch, Manitoba Education and Training.

1. (B) (b) Institution-based

(i) College-based

*Assiniboine and Keewatin Community Colleges (hereafter described as ACC and KCC)

Programs Described:

- Adult Literacy - ACC, and Pre-College Preparation - KCC, covering approximately grades 3 to 8.

- Developmental Studies - ACC, and College Preparation - KCC, covering approximately grades 7 to 12.

Program Schedule: full-time, from September to June.

Programs Not Visited:

- ACC and KCC off-campus programs.

Program Descriptions:

The Adult Literacy and the Pre-College Preparation courses are designed to allow students to develop their basic skills in reading, writing and mathematics up to and including a grade 8 level so that students will be academically prepared to enter Developmental Studies or College Preparation. Priority is also given to students who do not wish to enter college up-grading classes, but who do have a clearly identified short-term goal such as improving their reading, writing or numeracy in preparation for a specific test or examination. The needs and level of study of the student are determined in part by an in-take test, an introductory interview and subsequent testing and assessments.

In these courses great emphasis is placed on providing the students with an opportunity to develop a sense of self-worth, self-confidence and self-direction, with the hope that students will then be able to identify and achieve personal goals. The curricula used in these classes include the language experience for reading and writing, as well as skills-based curricula where appropriate.

Developmental Studies and College Preparation Studies are not intended to replace or duplicate what is offered in junior and senior high schools and they do not lead to equivalency certificates. Rather, they are designed to prepare students for selected courses by developing the academic skills which are prerequisite for admission to those courses. Most students identify one of the vocational, professional or trades courses at the colleges as their academic goal, and the curricula are principally tailored to prepare students for these courses, but when a student indicates that he or she wishes to proceed to a particular course or program outside of ACC or KCC, the college staff prepare a course of study sufficient to meet the pre-requisites specified by the receiving institution. Here also, the needs and level of study of the student are determined, in part, by an in-take test and an introductory interview.

The curriculum used in Developmental Studies and College Preparation is the individualized competency-based learning (ICBL) system, a skills-based curriculum, which divides each of the subject areas (communications, reading, math, science, life skills/learning strategies) into a hierarchy of skills and allows the students to work through these skills in a programmed and individualized manner with regular tests provided on a flexible, but time limited, schedule. The ICBL curriculum allows students to enter the course on regular in-take dates during the semester and to study a wide variety of subjects and skills according to the needs and pace of the student.

Accreditation:

A Certificate of Achievement is granted by the colleges for successful completion of Developmental Studies or College Preparation. Detailed transcripts are also issued indicating the Compacs completed and the mark obtained in each Compac.

**Red River Community College:
(hereafter described as RRCC)

Programs Described:

- Adult 3-5 - ABE.

- Adult 5-10 - ABE.

Program Schedule: full-time, from September to June.

Programs Not Visited:

- Adult 11A, 11B, 11C.
- Adult 12.
- RRCC off-campus ABE programs.

Program Descriptions:

The basic mandates of the Adult Basic Education (ABE) Program at RRCC are to prepare students for further training, usually at the College, and to fulfill the College's objective of ensuring equity of access to College programs by providing upgrading to those who do not have the prescribed pre-requisites.

In the ABE program, stress is placed on the acquisition of academic skills (within the grade range of Adult 3 to Adult 12) as preparation for further skills training, apprenticeship, training on the job, direct occupational entry or re-entry, or as an opportunity for personal development. As in ACC and KCC, the needs and level of study of the student are determined in part by an in-take test, an introductory interview and subsequent testing and assessments.

The curricula in the Adult 3-5 and 5-10 classes, is a skills-based curriculum adapted from the Basic Training And Skills Development materials which organize the communications (including: reading, writing and spelling), mathematics and science curricula into a hierarchy of skills that the students work through according to a flexible, but time-limited, schedule. All students must demonstrate the required level of proficiency in a list of core skills to receive their certificates of achievement, as well as successfully complete an additional list of supplemental skills that vary according to the student's occupational or vocational goal.

All students in the 5-10 class also take an introductory course on the use and operation of word-processing computer systems.

Accreditation:

Certificates of Achievement are granted by the college at the Adult 10, 11 and Adult 12 levels. No certificates are given for work done below the Adult 10 level, however all students who leave before completion of an Adult 10 are given a transcript indicating the work successfully completed. Students who successfully complete the mathematics, physics and chemistry at the Adult 12 level receive a Mathematics 301, Physics 300 and Chemistry 300 standing.

1. (B) (b) (ii) School Division-based

Winnipeg Adult Education Centre
(hereafter described as WAEC)

Programs described:

- 090 Basic - covering approximately grades 0 - 8.
- 090 Advanced - grade 9 equivalent.

Program Schedule: full-time, from September to June.

Programs Not Visited:

- 190 - grade 10 equivalent.
- 290 - grade 11 equivalent.
- Grade 12.
- Adult ESL classes.

Program Descriptions:

WAEC provides adults with the opportunity to obtain grade equivalent qualifications from the grade 9 to the grade 12 level.

090 Basic

At the 090 Basic level, students are provided with an individual program of study in the areas of reading, writing, spelling, mathematics, science and computer skills to prepare them for 090 Advanced (grade 9 equivalent), or to prepare them for a specific task or goal identified by the student.

Teachers in 090 Basic use an eclectic approach to curriculum depending on the needs, level of study, and preferences of the student. The needs and level of study of the student are determined in part by an in-take test, an introductory interview and subsequent testing and assessments.

For students at the Stage One level of reading and writing, language experience curricula is used predominantly; however, skills-based curricula is also used where it may be helpful or where it is requested by the student.

For students at the Stage Two level of reading, language experience curricula is used, although the selection of materials used relies heavily on the materials available in class. These include materials of various lengths such as adult reader series (some with comprehension exercises), short stories, contemporary media, and short novels.

For writing at the stage Two level, a WAEC designed guided-method consisting of a series of controlled compositions that emphasis the student's autobiographical themes is used for most students. This method is supplemented by the process-method where needed. All students keep a writing portfolio in class.

Work done by students in the 090 Basic language development class will be supplemented by reading and writing done in the 090 Basic science and mathematics class.

090 Advanced

In the 090 Advanced class, students in reading, writing and spelling work on individualized programs designed by the teacher in consultation with the student. The student's needs are determined in part by an in-take test, an introductory interview and subsequent testing and assessments.

The reading curriculum is designed to broaden the student's frame of reference through exposure to a wide variety of materials of varying lengths. Much of the reading work utilizes a series of WAEC designed reading units that concentrate on Social Studies, with particular emphasis on the topics of government, society, and spatial geography. Other unit topics related to science are also used. A variety of in-class reading materials , fiction and non-fiction, is also available.

Exercises on locating information, skimming and scanning, and dictionary and encyclopedia use are also utilized. Vocabulary and spelling exercises are also utilized.

In the writing program, students are encouraged to begin work on non-egocentric(expository) themes if they have not already done this kind of writing.

Some of the methods used to initiate writing are guided compositions, letter writing, daily journals, group conferencing, and summary writing.

To determine whether or not a student is eligible to receive accreditation, assessment occurs in short quizzes and in graded assignments. Students are also assessed for this purpose by a

standardized reading test and according to a teacher assessment of each student's writing portfolio which includes an assessment of the amount of writing done and the types of writing done.

Accreditation:

The WAEC grants grade equivalent certification for grades 9 through 12. No accreditation is granted for 090 Basic.

1. (B) (b) (iii) Integrated Programming

Programs Described:

- Access North - located at and administered by KCC.

Program Schedule: full-time, from August to June.

- Human Resources Opportunity Centre, Winnipeg.

Program Schedule: - the program operates year round, students spend an average of between 4 to 6 months in the program.

Programs Not Visited:

A wide range of programs in the province offer some degree of literacy and basic education as part of an integrated approach to vocational training. The principle agencies involved in the administration and/or funding of these programs are Red River Community College, Keewatin Community College, the CORE Area Initiative, Employment and Immigration Canada, and Employment Services and Economic Security, Ministry of Family Services.

The researcher was not able to visit or contact all of the programs administered or funded by these agencies.

Program Descriptions:

*Access North:

Access North attempts to achieve three objectives:

- to increase the number and range of education and training opportunities for "excluded" individuals and to do so under conditions which make it likely for them to succeed and find employment in their chosen profession or occupation.

- to contribute to the development and self-sufficiency of the communities of which students are a part.

- to work for systemic institutional change so that the types of opportunities for participation and success provided in integrated programs become generally available in the normal course for all excluded people in Manitoba.

The vocational courses offered by Access North vary according to market demand, student demand and college resources. They may include: Motor Vehicle Mechanics, Carpentry and Woodworking, Pre-employment Welding, Pre-employment Electrical, Basic Cooking, Natural Resources Management Technology, Business Administration, Child Care, and Band and Northern Community Administration.

The fundamental principles of Access North are:

- the needs of the student are real and legitimate and can, on the whole, be met.
- the student should not be blamed for having those needs.
- the various areas of need - financial, academic and personal - are so interrelated and intertwined in the student, that each affects all, and that success is a product of strength in all.
- that all three areas of need are the legitimate concern of those who profess to educate.

Some of the techniques used by Access North to meet the needs of students include:

- providing financial aid for academic and living costs.
- re-designing curricula and term dates.
- providing preventative and remedial academic training, integrated counselling and life skills training, as needed.
- arranging for on-the-job work placements and internships.

(Further details on the principles and techniques of Integrated Programming: Access North are in Part 1 (C) below.)

Integrated programs, including Access North, use two main strategies to provide literacy and numeracy training:

- to "front-end" the training in a regular sequential up-grading program, and then transfer students to vocational and professional courses when they reach the required level of basic skills competency.

OR:

- to integrate the literacy and numeracy studies into the vocational and professional courses.

In general the practice in Manitoba is to provide "front-end" training for students working below grade 10 levels of competency, and to provide integrated training for students working above the grade 10 level.

In situations where front-end training is used, students use college up-grading materials and methods for literacy and numeracy as described in sections above, except that such training will normally be preceded by life skills and study skills training not afforded to regular upgrading students.

The needs and level of study of the student are determined in part during the Access North admissions process described in Part 1 (C) below and in subsequent testing and assessments.

Accreditation:

Students in Access North receive the same certification for college up-grading and vocational courses as received by other college students in KCC programs.

**Human Resources Opportunity Centre, Winnipeg:
(hereafter, HROC)

The objective of the HROC is to assist people who are in need and who are encountering employment problems to develop the personal and employability skills necessary for them to obtain and maintain employment.

The client group of the HROC is defined as the socially disadvantaged and chronically unemployed; those individuals who lack vocational opportunities, awareness of training and employment opportunities, or the ability to take advantage of existing resources.

It is assumed that the participants in the program want to work but in order to become employable they will need assistance in acquiring new attitudes, good work habits, knowledge and skills.

The program offered at the HROC is designed to suit the individual needs of participants. As a consequence, the immediate focus of counselling and the length of involvement varies with each individual.

The HROC has an academic up-grading component available that offers grades 3 through to the completion of grade 10 and which utilizes staff and materials from the RRCC ABE program described in sections above.

Accreditation:

The HROC grants the same certification as available in the RRCC ABE program.

1. (B) (b) (iv) Laubach Method

Program Described:

- Winnipeg Volunteer Reading Aides (hereafter the WVRA).

Programs Not Visited:

- Transcona Reading Aides.
- Thompson Reading Aides.

Program Descriptions:

The WVRA is a non-profit volunteer literacy program designed to provide adults in the Winnipeg area with one-to-one tutoring in basic reading and writing. Instruction occurs at a location and at times mutually agreed upon by the tutor and student.

Tutors in the program are recruited as volunteers and trained according to the standards set by Laubach Literacy of Canada. Some tutors in the program have also taken training sessions offered by the Manitoba Literacy Office.

The curriculum used for students working at the Stage One level of reading and writing relies heavily upon the Challenger series of workbooks, which uses the phonics method for reading and writing at the Stage One level and a skills-based approach to reading and writing at the Stage Two level.

Students are able to work according to the learner-centred method, when they request it, and especially if they are working at a high Stage Two level of reading and writing.

Accreditation:

No formal accreditation is granted.

1. (B) (b) (iv) Computer-based

A variety of computer software is used by some of the community-based and institution-based adult literacy programming in the province. The software is used to supplement instruction offered by teachers and to provide an introduction to word-processing and desk-top publishing.

However, the programs below use computer-based methods as the primary form of instruction:

Kirkness Adult Learning Centre - (this program was not visited by the researcher.)

Kirkness Adult Learning Centre uses computer software as the primary form of instruction. The instruction offered utilizes the PLATO system, which is designed to provide basic education up-grading in the subject areas of reading, spelling and mathematics to a high school level.

The PLATO system is competency-based, dividing the subject areas into a hierarchy of skills to be mastered according to a sequential process of testing and review. Students enter the program according to an intake test and they continue to work on a one-to-one basis with the computer until a problem arises, at which time a support teacher can be called upon.

The computer-based instruction offered at the Kirkness Adult Learning Centre is augmented by a teacher directed Life Skills course.

Yes Canada, Inc. - program not visited.

This is a basic skills and work experience program targeted mainly at young drop-outs or "at-risk" students. The program uses the Pathfinder computer-directed learning package.

1. (B) (b) (iv) Distance Education

The Distance Education and Technology Branch administers the G.E.D. (General Educational Development) Testing Program which evaluates students for the purpose of issuing GED grade equivalency credentials. Only GED 12 is available in Manitoba.

The program consists of a battery of five tests designed to measure the intellectual skills, ideas and learning skills a candidate may have acquired since leaving high school. The tests include: Writing Skills, Social Studies, Science, Interpreting Literature and the Arts, and Mathematics, and the tests are designed to help determine the student's equivalent level of high school education.

The Steck-Vaughn, Scott-Foresman and the Cambridge Series for reading, mathematics and science are recommended to students preparing for the G.E.D. tests.

The Distance Education and Technology Branch also administers non-credit correspondence courses for adults upgrading in the subjects of English, Reading, Spelling and Mathematics.

Also, a full range of high school credit correspondence courses at the 100, 200 and 300 levels are offered.

Accreditation:

GED

A transcript is issued indicating the student's scores and these are registered in the testing authorities data bank.

A GED diploma is issued to all successful students. This is not the same accreditation as issued for a Manitoba high school grade 12 diploma.

High School Correspondence: Credit

Students receive a transcript from Manitoba Education and Training indicating marks received and high school credits obtained.

1.(C) Program Design: General Issues Affecting Transition Students

(a) Introduction

The section below outlines briefly those aspects of program design in both community-based and institution-based programming which affect the movement of students between programs but which do not vary greatly between specific programs, although they may vary between types of programming.

1. (C) (b) Inter-program Referrals

(i) System-wide referrals

There is at present no province-wide system of referrals for students wanting to transfer between programs related to adult literacy. The system at present relies heavily on the efforts of program administrators, student counsellors, employment counsellors, welfare counsellors and teachers to provide students with information and advice regarding the alternatives they face should they wish to transfer to a different program. Once advice has been given, it is up to the student to follow through on the referral.

This system is now well-established in certain parts of the province, there are links between some programs, and these links contribute to some successful transfers between those programs. (Anecdotal evidence from Journeys, the Brandon Friendship Centre, Samaritan House, the Pas Friendship Centre, the Moose Lake Adult Literacy Program, Brandon Correctional Institute and the Rockwood Adult Literacy program indicates that in the past two years the number of students transferring from these programs to institution-based programs has ranged from between 1 and 7 students per year, depending on the program. This same anecdotal evidence indicates that as the size of a program increases, measured in terms of total number of students, so too does the number of students transferring each year.)

Staff interviewed in those programs that do have links with other programs referred to the fact that they believed these links were founded on the good relationships they had developed with staff in the receiving programs and that these relationships allowed them to give advice to their students and make appropriate referrals because:

- they understood the principles, methods and regulations at the receiving program.

- they frequently were able to refer students directly to staff at the receiving program.

- they occasionally were able to assist students with problems encountered in the application and admission process by providing information to the receiving program, not originally offered by the student.

The researcher observed, however, that links based on personal relationships were limited to only some programs and regions of the province and that in some locations alternatives and programs that might be of interest are overlooked either through lack of knowledge of what is available or through poor contact or distance between programs.

A specific problem that the researcher noted is that in some locations staff making referrals are not aware of the intake dates set by the receiving programs, or they do not sufficiently discuss the ramifications of intake dates with students. The researcher encountered students, and was told about students, whose transfer to a new program was delayed due to uncertainty regarding intake dates.

(ii) Student Self-referrals

In response to the standard recruitment practices conducted by all adult literacy programs which include measures such as the use of brochures, advertisements and in-person visits to various programs and agencies, students may refer themselves to community-based and/or institution-based programs.

The Learner's Conferences, organized by students and staff in community-based programs, is one example of a location where staff from institution-based programs engage in recruiting.

(iii) Integrated Programs: Access North

The referral of students to Access North is closely tied to the student recruitment process utilized by the program.

Active student recruitment begins when information is mailed out to Aboriginal organizations, Indian band chiefs and Councils, Home and School Coordinators, Canada Employment Services outreach workers, Northern Employment Support Services, and a number of individuals who inform interested people about the program.

Throughout the year, representatives from the program are invited to speak about the program to interested clubs, organizations, schools, workshops, and conferences. In addition, staff visit remote communities to inform community groups, organizations, and individuals about the program.

Through this process of recruitment, appropriate referrals (defined in the Admissions section below) are encouraged from staff in the agencies contacted and self-referrals are encouraged from potential students contacted.

(iv) Integrated Programs: HROC

HROC receives referrals from a large number of agencies including City Social Services, Employment and Immigration Canada, Vocational Rehabilitation Services, National Parole Services and Native Employment Services.

1. (C) (c) **Admissions Policies And Accreditation**

Admissions:

(i) College: Vocational Programs

The admissions policies of the community colleges for vocational level courses vary depending on the course and the policies of each college. In general, however, the colleges require the following for admission to a vocational course: (i.e.) - one of *

* - depending on the course, Manitoba 10, 11 or 12, or an equivalent secondary school qualification, or

* - an equivalent training in college-based up-grading courses such as ABE, Developmental Studies or College Preparation, or

* - GED equivalency standing (grade 12) for students who classify as mature students - 20 years or older. (Additional testing may be required.)

AND/OR

**- additional documentation, portfolios, testing, interviews, medical approval and demonstration of special aptitudes and, or, skills, as required.

PLUS

***- additional requirements may apply for VISA students.

The requirements in item ** above normally include, as a minimum, a demonstration of academic preparedness by the student in the skill area of reading and possibly other skill areas as determined by one of a variety of standardized intake tests.

Students who do not demonstrate the required level of academic preparedness according to the intake test may or may not be admitted depending on the discretion of the college.

Students not admitted are referred to alternative sources of upgrading including college upgrading, adult high school, or in some cases to community-based programs.

(ii) College: Upgrading

Applicants must be 17 years or older, they must have been out of school for one year, and they must speak English. Priority is given to students wishing to continue their studies in the colleges' vocational programs and to those who have clearly identified short-term academic goals.

Applicants are required to take a standardized intake test to demonstrate that they have skill levels of grade 3 or higher. Applicants below these levels are normally referred to other literacy programs such as the Laubach method programs, community-based programs, or to programs serving students with special needs.

Generally, students accepted into upgrading at the ABE, Developmental Studies and College Preparation levels are required to pay program tuition fees and some textbook and supplies costs. Students entering the Adult Literacy program at ACC are not required to pay any fees.

A high percentage of students in these programs apply for provincial student aid, student social allowance, Employment and Immigration Canada sponsorship, Band Council sponsorship, or other less common forms of sponsorship.

(iii) School Division: WAEC

Applicants must be 18 years or older and they must speak English.

Students choose their grade level of entry; however, they are counselled on this matter through the use of a standardized intake test.

Students are required to pay program tuition fees and some textbook and supplies costs.

Students not residing within the boundaries of the Winnipeg School Division No. 1 are required to pay additional non-resident tuition fees.

A high percentage of students in this program apply for provincial student aid and student social allowance, or Band Council sponsorship.

(iv) Integrated programming: Access North

In the admissions process the applications are screened by a Paper Screening Committee. A number of applicants who fit the selection criteria are invited to a task- oriented selection process which may include the use of one or more standardized level entry tests. Applicants are interviewed by members of a committee comprised of people representing Aboriginal organizations, Keewatin Community College, Post Secondary and Career Development Branch, program Advisory Committee, program staff, and local community organizations. This committee recommends to the Director the admission of people who have demonstrated that they are ready to become students in the College.

Priority is given to Metis, Non-status, and Status Indians who live within the boundaries of the Limestone preference agreement. Candidates must be 20 years old or have grade level requirements for the course of studies being pursued.

(v) Integrated Programming: HROC

Students must be referred to the HROC centre and they must indicate that they want to work and that they are prepared to work on problems affecting their employment.

Accreditation:

Accreditation granted by institution-based programs serves two main purposes:

- to acknowledge to the student that he or she has successfully completed the program, and

- to acknowledge to the student, to the public and to other institutions that he or she has achieved a certified level of skill in one or more subject areas.

The validity of purpose ## must be questioned in light of the use of standardized intake tests as one of the key mechanisms used to decide on the admission of students transferring between programs. An important result of the decrease in emphasis placed on purpose ## is that accreditation granted to students is not portable for the purposes of guaranteeing entry to programs or for the purposes of certifying skill levels.

One of the main reasons accreditation is not portable province-wide relates to the way in which programs identify standards, including required skill levels and subjects to be covered, on a unique basis tied to each program's goals, purposes and unique curricula.

Another important reason accreditation is not portable relates to the fact that accreditation may be only a small factor in determining students' suitability for admission to a particular program. Other factors may include the student's time out of school, number of years of attendance at school, activities since leaving school, and numerous other socio-cultural factors.

1. (C) (d) Student Academic and Personal Support Services

(i) Vocational, Upgrading And School Division Programs

In responding to the needs of the students, institution-based programming has developed a variety of techniques to offer orientation and supports - in addition to the regular academic program - which can be accessed by students.

These services may include:

- program orientation sessions and life-skills and study skills courses.
- providing remedial and preventive tutoring in Learning Assistance Centres,(also called Tutorial Services Centre - RRCC).
- organizing peer-tutoring programs.
- providing personal and academic counselling.

(ii) Integrated programming: Access North

Upon admission to the program all students attend sessions for approximately one month and they are introduced to policies, procedures, goal setting, budgeting, study skills, and math and science. Students also begin Professional Development which helps them to improve their communication skills through classroom discussion and exercises.

Subsequently, support services are provided according to principles which attempt to:

- provide preventive rather than remedial academic and personal supports.

- provide supports which vary to meet each student's needs and which are coordinated in the way in which staff offer these supports.

- incorporate these supports into the student's academic program and schedule.

The principles summarised above are described in the following quotation from documents describing the principles of operation of ACCESS Manitoba programs: (The items below are a continuation from the items listed in Part 1. (B) (b) (iii).)

> Clearly, the heart of the ACCESS model is the integrated student support system. It begins from a series of assumptions, all too often asserted and all too rarely observed. They are:
>
> - That any support system which hopes to promote success and to prevent failure must be based on an assessment of where the students are, rather than where it is assumed they should be.
>
> - That the various services such as financial, academic and personal support, while requiring some specialization, should nonetheless be structurally related in such a way that students do not fall between the cracks.
>
> - That as much as possible, services must be preventive rather than acute, but must be flexible enough to respond to individual crisis with individual remedies, without the need to create or protect uniformity.

- That the responsibility for making sure that the students get the required services falls equally on those who deliver those services and on those who receive them, or to put it another way, the program bears as much responsibility for the student's success or failure as does the student.

In the programs, it has meant that there are specialists who deal in financial matters all the way from an assessment of financial need to judicious counselling in budgeting, shopping, etc. There are those who have primary responsibility for the academic well-being of students including the assessment of strengths and weaknesses, tutoring, teaching study and learning skills, academic advising and academic advocacy, and there are also trained counsellors who deal with personal and family matters.

More importantly, the specialists are placed in proximity to each other and structurally related to each other in such a way that it is likely that a problem will be passed to the proper expert for appropriate action and that it is convenient to do so. Most importantly, all services finally come together in the office of the director, who is ultimately accountable for the well-being of the student in every area. - end of quotation.

It must be noted that some of the practical implications of the principles outlined in the quotation above is that programs utilizing these methodologies require increased resources in the areas of teaching staff, counselling staff and student financial aid, as well as the ability to offer extended term dates.

1. (C) (e) Space in programs, time-limits and attendance policies

Space in programs:

All of the institution-based programs visited and a majority of the community-based-programs visited indicated that they are currently full and that they are maintaining student waiting lists. (Some lists require students to wait more than one term before receiving a placement.)

Attendance policies:

Institution-based programming

Students in institution-based programs are expected to attend regularly, full-time in most programs, without long

unexplained absences. Students must show reasonable rates of progress in their studies and some programs have a maximum period of time in which students can complete their programs of study. (This maximum arises from restrictions placed on students by financial aid programs rather than from the institution-based programs' own policies.)

Community-based programming

Students in community-based programs are expected to attend regularly to these part-time programs although students may vary their schedules according to their time available and other commitments. There is no maximum period in which students must complete their programs of study although students are expected to show reasonable rates of progress.

1. (D) Summary and Conclusions:

A summary of the differences between community-based and institution-based programming is as follows:

Fundamental Principles:

- community-based programming serves students who are members of an identifiable community, or who can be treated as such in a literacy program.

- community-based programming serves communities that have a broad range of literacy training needs and which attach a social or community purpose to their programming.

- learner centred programming is closely associated with community-based programming because it serves an empowerment purpose (for the student and the community) and because it is pedagogically effective.

- institution-based programming serves students according to regulative principles, determined in a variety of ways, rather than according to the needs of a specific community although it is possible for an institution-based program to serve a specific community. A product of institution-based programming's emphasis on regulative principles is that it places greater emphasis on measuring student performance according to objective rather than subjective standards than does community-based programming.

- institution-based programming serves students where it is not possible or not necessary to identify the community or communities to which the student belongs.

- institution-based programming attempts to match students to the services it provides while community-based programming attempts to match its services to the students' needs.

Program Design:

The variety of schedules, goals, curricula and accreditation in the programs in the province is summarised as follows:

Schedules:

- community-based programming is mostly part-time.

- institution-based programming is mostly full-time. (part-time programming is offered by Laubach, corrections, distance education and the WAEC evening program.)

Program Goals:

- program goals in community-based programming are determined first by the Literacy Working Group and secondly by the students through the use of learner-centred programming; however, normally these goals relate principally to literacy and numeracy training and various non-academic goals, particularly those which relate to barriers the students face to attendance in institution-based programming, as well as various task specific goals identified by the students.

- program goals in institution-based programming in Manitoba vary between specific programs:

  * college upgrading is principally aimed at preparing students for college vocational courses although other student goals can be accommodated.

  * the WAEC is principally aimed at providing high school grade equivalencies.

  * integrated programs are principally aimed at combining vocational training with basic skills training.

  * computer-based, Laubach, corrections and distance education serve a variety of goals some which include those listed above.

Curricula:

- community-based programming relies heavily on language experience curricula for literacy training, but skills-based curricula are also used, especially for numeracy training.

Science curricula is not widely used in community-based programs except in task specific programs and where it is introduced through the use of language experience curricula.

- institution-based programming utilizes skills-based curricula to teach all subjects, but language experience curricula is used in some locations for some aspects of literacy training.

Accreditation:

Accreditation is granted by some institution-based programs. This accreditation is unique to each program and it originates with the granting institution.

General Issues Affecting Transition Students

Inter-program referrals:

The system of referrals is largely based on a process of self-referral by the student, assisted and advised by a variety of staff in a variety of locations. This system varies from program to program.

Admission Policies And Accreditation:

- Admission to college vocational program requires at a minimum that students show a sufficient level of skill on a standardized intake test, have sufficient financial resources (or a source of aid or sponsorship), and are able and willing to study full-time.

- Admission to a college upgrading program requires that students speak English, have sufficient resources (or aid or sponsorship), demonstrate a reading level above grade 3, and are willing to study full-time.

- Admission to the WAEC requires that the student have sufficient resources (or aid or sponsorship).

- Admission to integrated programs requires that the student qualify according to the selection criteria (geographical, economic or socio-cultural) established by the program.

  Students must also be able and willing to study full-time.

Student Academic and Personal Support Services:

The level and type of support varies between programs. Integrated programs, when possible, offer these supports as preventive rather than as remedial services and as a group of services which are coordinated for each student.

Other institution-based programs offer these supports as remedial or preventive services outside of the student's regular academic or vocational program. The supports may not be coordinated.

Conclusions:

In Manitoba there is a high degree of variety in the adult literacy programs and the services they offer. Students who want to transfer from one program to another must choose from a variety of full-time or part-time schedules and from a variety of program goals, curricula and forms of accreditation.

The variety and choices facing the student are not necessarily disadvantageous to the student; however, it is important that the student choose programming which can adequately serve his or her needs if the student is to be able to successfully complete a transfer.

This assertion is based on the assumption that differences in fundamental principles and key elements of program design will make some programs more capable of serving certain kinds of students and certain kinds of students' needs. There are, of course, other crucial factors that will influence the degree of success programs have serving the student's needs including the quality of the student-teacher relationship in the program, the student's motivation for attending and the student's capabilities.

One result of the importance of student's program choices is that the system of student referral and student counselling must be well informed and well equipped to provide information on the variety of options available.

An additional reason students must choose programs carefully is the fact that students transferring from community-based programming to institution-based programming will be transferring from a type of programming that is essentially learner-centred in the way it sets program goals and methods to one which is essentially individualized. Because pre-established program goals and curricula are used in individualized programs, the researcher concludes that students who understood and ascribe to the goals and methods of the receiving program will be more likely to achieve a successful transfer.

Once a student has decided to transfer from a community-based program to an institution-based program, there are a variety of admissions requirements and related factors that may be encountered. To enter college vocational or upgrading, these

requirements and factors may include the need to wait until a seat becomes available in the program and/or to write standardized in-take tests, the need for sufficient financial resources, and the willingness to study full-time.

There are at present no mechanisms in place to guarantee that a student studying in a community-based program can meet all of these requirements once he or she has transferred to an institution-based program because:

- there is no guarantee that a seat will be open for students wanting to transfer between programs in any of the main parts of the system of programming: community-based, upgrading, school division, or vocational and integrated programs. For all of these types of programming, students face the likelihood of waiting at least one term to obtain a seat because of the high demand for seats.

- community-based programming does not grant recognized equivalent accreditation, which might obviate the need to use standardized in-take tests as a method of determining academic preparedness. It must be noted here that recognized equivalent accreditation also does not exist for students wanting to move between institution-based programs. These students also may need to write standardized intake tests and thus may not be guaranteed entry to an institution-based program through the use of recognized equivalent accreditation.

- there is no guarantee that financial aid will be available to students transferring between programs. (Further comments will be made on this in Part 3.)

- students in most community-based programs can only study part-time and the personal and academic adjustments they may have to make to study full-time can only be undertaken when they gain entry to an institution-based program.

Once students have gained entry to an institution-based program in most locations, they will be required to work in skills-based curricula for reading and writing, whereas in community-based programming they will have been working predominantly in language experience curricula. Currently, these two types of curricula are not articulated across the province, and there is no method of insuring that students do not repeat work done in earlier programs other than through the screening and placement process that occurs through the use of standardized intake tests and diagnostic tests.

Finally, the use of separate types of curricula may mean that students will encounter different teaching methods and learning materials as they move between programs. There are in place certain mechanisms to assist students to adapt to these new methods and materials (principally, these are orientation sessions, study skills courses and preventive and remedial tutorial services). There are, however, few mechanisms in place to adapt methods and materials according to students' different learning styles.

Part 2. Who Are The Students In The System?

2. (A) Record Of Interviews With Students

The researcher estimates that during the program visits he observed a total of 350 students working in a classroom setting. (200 - institution-based, 150 - community-based.)

The researcher interviewed a total of 40 students:

- Twenty students were interviewed in a one-on-one situation. Ten of the students interviewed in a one-on-one situation are currently studying in community-based programs and ten are studying in institution-based programs.

From this group of 20 students, the researcher tutored a total of four students, in periods ranging from one to three hours. All of the students tutored are currently studying in community-based programs.

- An additional 20 students were involved in informal, in-class, group discussions, led by the researcher. Nine of these students are currently studying in community-based program; 11 are studying in institution-based programs.

2. (B) The Student Population In Community-based and Institution-based Programs: Similarities and Differences

The observations below regarding the student population in community-based and institution-based programming are organized according to the following descriptors: student ages, student self-concepts, student personal histories.

These descriptors were chosen in consultation with the steering committee.

(a) Age And Gender:

The researcher encountered adult students of all ages in the programs visited, from the ages of 18 to 80 years of age. Based on the researcher's observations of students in classes during program visits, there is approximately an equal number of males and females in both community-based and institution-based programming.

A qualitative assessment of the median age of students in both systems done by the researcher indicates that the age level in community-based programs and at 700 Elgin is slightly higher than it is in college-based upgrading, although more quantitative assessment is needed on this question.

There is a significant sub-group of students in community-based programs who normally do not attend or who are not seen in college-based upgrading (although there are exceptional cases). This group of students is over 50 years of age and usually expresses a personal goal for attending literacy programs.

(b) Self-concepts:

An observation made by the researcher, and widely confirmed by program administrators and teachers in a variety of programs, is that a high percentage of students in both community-based and institution-based programs show the characteristics of non-confident students. This observation was confirmed by the results of the researcher's interviews with students. In the group of 40 students interviewed during the project either in one-on-one situations or in group interviews, the researcher concluded that between 60 to 70% of these students can be classified as non-confident students.

Non-confident students speak about having a prevailing feeling of anxiety, low self-esteem and low self-confidence. They complain about the fact that such feelings inhibit their ability to:

- concentrate on their studies when in class.

- maintain regular attendance, and

- identify meaningful academic and career goals.

Because of the small size of the student population interviewed compared to the total student population, the researcher cannot make reliable observations on whether the number and rate of non-confident students in community-based programs is higher or lower than the number and rate of non-confident students in institution-based programs.

However, the researcher can report that information gathered in the project suggests that non-confident students can be found in all types of programs and working within a wide range of levels.

(c) Personal Histories:

Some descriptions of the personal histories of the students met during the project in both community-based and institution-based programming are as follows (the descriptions marked with an * are adapted from p. 23 of the Manitoba Task Force Report):

- a high percentage of students are in minimum wage or close to minimum wage jobs, or they are receiving unemployment benefits or welfare assistance.

- some are persons in their late teens or early twenties who, although they have studied at the high school level, require additional literacy and numeracy work to prepare them for postsecondary or vocational study.

- some are persons in their 30's, 40's or 50's who since leaving school have not had a chance to practice or improve their literacy and numeracy skills.

*- they are people who left school for such reasons as

  - they had to work,

  - pregnancy,

  - school was too distant (geographically and/or culturally),

  - they became disillusioned and could not cope with the school environment.

*- they are people who, finding themselves on welfare or in low paying jobs, seek literacy as a means of improving their position.

*- they are aboriginal people for whom the school system has seemed irrelevant and insensitive to their culture but who now see literacy as important in both cultural and personal terms.

*- they are inmates from provincial and federal jails who seek literacy as a means of improving their position.

*- they are individuals with learning disabilities or other special needs that prevented them from becoming literate in the past.

*- they are individuals who are literate in their mother tongue and feel a need for that same competence in English.

Grade Assessments:

With a few exceptions, there are no students in college upgrading programs or in integrated program, working at the stage one level of reading and writing (roughly grade 3 or below). When such students apply to these programs, they are normally referred to community-based programs, or Laubach method programs, or computer-based programs, or the WAEC Basic Education course.

2. (C) Transition Students, Who Are They?

While visiting programs, the researcher requested that he be introduced to students who could be considered as transition students, according to the following definition:

(i) students now in community-based programming who express an intention to transfer at some future date to an institution-based program.

(ii) students now in community-based programs who have previously studied in institution-based programs.

(iii) students now in institution-based programs, who have previously studied in program community-based programs.

(iv) students now in institution-based programming who express an intention to transfer at some future date to a community-based program.

(a) Students In Community-based Programs Who Express An Intention To Transfer To An Institution-based Program

The researcher met 14 students in community-based programs who indicated that they wanted to continue their studies outside of a community-based program. The researcher was able to obtain sufficient information during interviews and from program staff to provide profiles on 10 of these students. The genders of the 4 students not profiled is 2 females and 2 males.

(All students' names used below are fictitious.)

1. Raymond, male, interviewed one-on-one in the Pas.

Age: 26.

Personal and Academic History:

He was born in the Pas where he lived on a native reserve and quit school in grade 4. He moved to Winnipeg in his late adolescence. In Winnipeg he lived in a variety of foster homes and group homes until his late teens. He finished grade 8 in Winnipeg and later returned to the WAEC in his early twenties. He indicated that he had made good progress at the WAEC but that he left the WAEC due to a drug problem. (The drug problem caused him to have long periods of absence from the WAEC program.) His teachers at the WAEC told him that he had a grade 8 reading level when he left there. He moved back to The Pas this year to be closer to his relatives.

Current Situation:

He is obtaining counselling for his alcohol and drug problems. He has recurring problems with headaches. He attends the Pas Friendship Centre community-based program regularly, enjoys the work he does there, and he believes he is progressing there. His immediate goal is to get a driver's licence. He would like to become a chef or a fashion designer. Currently he is unemployed and he receives welfare assistance. The student indicated that he would like to attend college but he also expressed concern and uncertainty about a source of funding.

Researcher's Prediction Of The Student's Academic Future:

In conversation with the researcher the student was alert and articulate; however, he was also anxious and uncertain about his plans for the future. He showed some of the characteristics of a non-confident student, described above; however, the student spoke with confidence about his academic potential.

The researcher believes that the student has high academic potential including the possibility of doing successful work at the college vocational level. The researcher believes that the student's career goals are realistic; however, the drug and confidence problems that the student spoke about would hinder his performance in an institution-based program. The researcher believes that the student would be at high risk of not completing an institution-based program at any level until he had resolved or reduced to a greater extent these problems.

2. Susan, female, interviewed one-on-one in Brandon.

Age: 31.

Personal and Academic History:

She was born in Brandon and spent her childhood on an Indian reserve north of Brandon, where she completed grade 8 and then left school because she didn't like the teachers. She came to Brandon in her early twenties and got married, and she now has one child. In her mid 20's she studied hairdressing in Winnipeg, but she did not like the course and she left. She also studied at R.B. Russell High School in Winnipeg for a short period of time. She worked at a variety of part-time jobs in her late twenties.

Current Situation:

She attends the Brandon Friendship Centre literacy program regularly and she has shown rapid improvement in her literacy and numeracy levels. She reads at a Stage 4 level. She works part-time at the Friendship Centre as a secretary/receptionist. She wants to attend ACC to become a nurse. The student expressed concern and uncertainty about a source of funding to attend college.

Researcher's Prediction Of The Student's Academic Future:

In conversation with the researcher the student was alert, articulate and confident. The researcher believes that the student has the capability for high academic achievement including the possibility of doing successful work at the college vocational level work and possibly university level work. The researcher believes that the student's career goal is realistic, but because of the student's age and life experience she might not relate well to students in college much younger than herself.

3. Bill, male, interviewed one-on-one in Winnipeg.

Age: 29.

Personal and Academic History:

The student was born on an isolated native reserve in northern Manitoba and he spent most of his childhood in foster homes in the Pas. He moved to Winnipeg in his early teens where he lived in a group home. In his late teens and early twenties he had a severe alcohol and drug problem and he spent long periods of time "on the street". In the mid 1980's he worked for a short

period of time as a sand-blaster. He attended the WAEC in the late 1980's where he was tested at a grade 1 reading level. Concurrently, he also attended for a short period of time the Kirkness Adult Learning Centre program. He mentioned that he has memories of physical abuse as a child and this has caused him occasional vision impairment.

Current Situation:

He is currently unemployed and he receives welfare assistance. He has been attending the community-based program, Beat The Street, for the past two years. He is an active participant in group activities in the program and he occasionally works as a receptionist for the program. The student would like to attend some form of secondary education and/or post secondary education including possibly the WAEC or college upgrading, and his career goal is to become a social worker.

Researcher's Prediction Of The Student's Academic Future:

In conversations with the researcher the student was alert, although he was hesitating in his speech. The student showed some of the characteristics of a non-confident student.

The researcher believes that the student is of moderate academic potential and that some college vocational programs would be within the student's capabilities; however, more academically demanding vocational programs may be beyond the student's academic capabilities as subjectively assessed by the researcher based upon conversations with the student.

The researcher believes that the student's career goal of becoming a university graduate social worker is unrealistic.

The researcher believes that the student's current low level of reading and his continuing vision problems put him at high risk of not successfully completing institution-based programs requiring Stage Two reading or higher as an entrance requirement.

4. Adrian, male interviewed one-on-one in Brandon.

Age: 22.

Personal and Academic History:

The student was born in England and he moved to Canada in his childhood to live with relatives. He has had limited contact with his parents in England. He has never attended school regularly.

Current Situation:

He lives alone in a men's rooming house. He is currently unemployed and he receives welfare assistance. He attends the Brandon Friendship Centre program regularly. He enjoys his work in the program and he is an active participant in group activities at the program. He works at a Stage Two level of reading. His career goal is to become a fashion designer.

Researcher's Prediction Of The Student's Academic Future:

In conversation with the researcher the student was alert and articulate; however, he was also anxious and uncertain about his plans for the future. He showed the characteristics of a non-confident student, described above.

The researcher believes that the student has high academic potential including the possibility of doing successful work at the college vocational level. The researcher believes that the student's career goals are realistic; however, the confidence problems that the student spoke about would hinder his performance in an institution-based program. Also, the student's current low reading level would require that he spend some time in college upgrading before entering a vocational program. The researcher believes that the student would be at high risk of not completing an institution-based program at any level until he has resolved or reduced to a greater extent his confidence problems and until he has improved his reading and writing levels.

5. Carman, female, interviewed one-on-one in Winnipeg.

Age: estimated early 40's.

Personal and Academic History:

She emigrated to Canada from El Salvador four years ago with her husband and three children. She studied nursing at college in El Salvador and she worked there for many years as a registered nurse. She has studied conversational English in a variety of programs in Winnipeg.

Current Situation:

She works part-time at a job not related to nursing. She attends Journeys part-time to concentrate on improving her writing skills. She enjoys meeting the other students in the program, she likes the atmosphere in the program and she likes the teaching methods used. She would like to return to college to re-qualify as a nurse.

Researcher's Prediction Of The Student's Academic Future:

The researcher believes that the student has high academic potential including the possibility of doing successful work at the college vocational level. The researcher believes that the student's career goal is realistic, but because of the student's age and life experience she might not relate well to students in college much younger than herself.

6. Brian, male, interviewed one-no-one in Brandon.

Age: 25.

Personal And Academic History:

He left school before completing elementary school, and he has worked on the family farm since then. He suffered some abuse as a child and has a strong speech impediment.

Current Situation:

He has been attending the Brandon Friendship Centre program on a part-time basis regularly for two months and he continues to work on the family farm. He reads at a Stage One level. He participates regularly in the Friendship Centre program's group activities. He says he feels more confident and better about himself after attending the Friendship Centre program. He wants to attend some form of further education, but he is not sure where or what subject of study. He expressed interest in a wide variety of careers, especially those which involve working with animals, including work as a veterinarian doctor.

Researcher's Prediction Of The Student's Academic Future:

In conversations with the researcher the student was alert, although he was hesitating in his speech. The student showed some of the characteristics of a non-confident student.

The researcher believes that the student is of moderate academic potential and that some college vocational programs would be within the student's capabilities; however, some more academically demanding vocational programs may be beyond the student's academic capabilities as assessed by the researcher based upon conversations with the student.

The researcher believes that some of the student's career goals are unrealistic while other goals that he expressed are realistic.

The researcher believes that the student's current low level of reading and his speech problems put him at high risk of not successfully completing institution-based programs requiring Stage Two reading or higher as an entrance requirement.

7. Richard, male, interviewed one-on-one in Winnipeg.

Age: 26

Personal And Academic History:

He was born and raised in a small town in eastern Manitoba. He left school in junior high school to work on the farm and to work as a logger. He worked for a number of years as a fishing camp guide in eastern Manitoba, and then he worked as a labourer for a construction company in Winnipeg. He studied at the Kirkness Adult Learning Centre for one term. He was married but is now divorced.

Current Situation:

He is currently unemployed and receives welfare assistance. He reads at a low Stage 3 level. He has been attending the community-based program, Beat The Street, for one year. He is an active participant in group activities in the program. The student would like to attend some form of secondary education and/or post secondary education including possibly the WAEC or college upgrading. He is not sure of his academic goal, but he referred to the fact that he would eventually like to start his own business.

Researcher's Prediction Of The Student's Academic Future:

In conversations with the researcher the student was alert, although he showed some of the characteristics of a non-confident student.

The researcher believes that the student is of moderate academic potential and that some college vocational programs would be within the student's capabilities; however, some more academically demanding vocational programs may be beyond the student's academic capabilities as subjectively assessed by the researcher based upon conversations with the student.

The researcher believes that some of the student's career goals are realistic.

The researcher believes the confidence problems the student spoke about would hinder his performance in an institution-based program. The researcher believes that the student would be moderately at risk of not completing an institution-based program at any level until he has resolved or reduced to a greater extent this problem.

8. Dave, male, interviewed in a group discussion in Brandon.

Age: estimated early 40's.

Personal and Academic History:

He left school at an early age and has worked until recently at a wide variety of jobs. He had a long period of alcoholism, but he does not drink now. He attended ACC upgrading in the late 1970's, but he did not like that program so he withdrew. He said that at ACC they moved too quickly through the course and he did not receive enough help.

Current Situation:

He is married, is currently unemployed, and receives welfare assistance. He has been attending the Brandon Friendship Centre program regularly for one year, and he has improved his literacy and numeracy so that he feels he could return to college. He participates regularly in the Friendship Centre program's group activities. He says he feels more confident and better about himself after attending the Friendship Centre program. He would like to go to college, but he is not sure for what subject of study or what career goal.

The student expressed uncertainty about the kinds of courses available at the local provincial community college, the admission requirements, the teaching methods and the sources of financial assistance for students.

Researcher's Prediction Of The Student's Academic Future:

In conversation with the researcher the student was alert and articulate, but he also showed some of the characteristics of a non-confident student.

The researcher believes that the student is of moderate academic potential.

The researcher believes that because of the student's age and life experience he might not relate well to students in institution-based programs much younger than himself, and that this factor and his confidence problems put him moderately at risk of not completing an institution-based program.

9. Jack, male, interviewed in a group discussion in Winnipeg.

Age: estimated mid 30's.

Personal and Academic History:

He left school at an earlier age and he has worked in a variety of jobs since then.

Current Situation:

He works full-time at a grocery store. He attends Journey's part-time to work on his literacy and numeracy; however, his attendance is irregular and his work habits are poor. He wants to attend college to become a meat-cutter.

The student expressed uncertainty about the kinds of courses available at the local provincial community college, the admission requirements, the teaching methods and the sources of financial assistance available for students.

Researcher's Prediction Of The Student's Academic Future:

In conversation with the researcher the student was alert and articulate, but he also showed some of the characteristics of a non-confident student.

The researcher believes that the student is of moderate academic potential.

The researcher believes that the student's academic goal is realistic.

The researcher believes that the student would be at moderate risk of not successfully completing an institution-based program until he improved the regularity of his attendance and work habits in both community-based and institution-based literacy programs, and until he resolved or reduced his confidence problems.

10. Jim, male, interviewed in a group discussion in Brandon.

Age: estimated late 30's.

Personal and Academic History:

He left school at an early age to work as a logger and trapper in northern and rural Manitoba. He is married and he has two children.

Current Situation:

He is currently unemployed. He has been attending the Brandon Friendship Centre program regularly for one year and has improved his literacy and numeracy skills so that he feels more confident about himself. He expressed some interest in attending college but he is not sure for what subject of study or what career goal.

The student expressed uncertainty about the kinds of courses available at the local provincial community college, the admission requirements, the teaching methods and the sources of financial assistance for students.

Researcher's Prediction Of The Student's Academic Future:

In conversation with the researcher the student was alert and articulate, but he also showed some of the characteristics of a non-confident student.

The researcher believes that the student is of moderate academic potential.

The researcher believes that because of the student's age and life experience he might not relate well to students in college much younger than himself and that this factor, combined with his confidence problems, put him moderately at-risk of not successfully completing an institution-based program.

(b) Students With Experience In Institution-based Programs Now In Community-based Programs

Amongst the total group of students met in community-based programs, the researcher met seven students who had previous experience studying in institution-based programs. From this group of seven students, the researcher interviewed four students, all of whom are profiled above: numbers 1, 2, 3, 7. The researcher does not have sufficient information to profile the remaining three students.

The reasons given by the four students interviewed for withdrawal from the institution-based programs varied, and they were not always clearly stated reasons. In some cases the student referred to a combination of academic and non-academic factors.

Some of the non-academic factors that were referred to as contributing to the students' decisions to withdraw from the institution-based program included problems with drug abuse, criminal conviction, marriage or family problems, child care problems, loss of job, or found new job.

All four students eventually re-entered community-based programming after varying lengths of absence, and all of them expressed a high degree of satisfaction with the community-based program. Amongst the factors mentioned as contributing to their satisfaction were:

- the flexible study schedule allowed in community-based programs, including the ability to study part-time and to study at one's own pace.

- attendance in community-based programming did not force them to find sponsorship, or to obtain a student loan.

- the atmosphere in community-based programs seemed friendly and comfortable.

It should be noted that ACC's Adult Literacy program also offers a flexible study schedule and does not charge students for tuition or books. It should also be noted that in some cases students found the atmosphere in institution-based adult literacy programs to be friendly and comfortable as well.

Transition Students In Institution-based Programs

(c) Students In Institution-based Programs With Experience Of Community-based Programs

The researcher was able to meet only two students in institution-based programs who had previously studied in community-based programs. The two students who were both in college are profiled below:

1. June, female, interviewed in a group discussion in Brandon.

Age: estimated mid 30's.

Personal and Academic History:

She left school in the early years of high school in Dauphin, was married, and had two children. She is now divorced. She studied for two years at the Brandon Friendship Centre program where she made good progress in her literacy and numeracy skills. She participated regularly in the Friendship Centre program's group activities.

Current Situation:

She lives with her children and she receives welfare assistance.

She is currently studying in the ACC Adult Literacy program and preparing to enter Developmental Studies so she can eventually enter a college vocational program, possibly Business Administration.

Researcher's Prediction Of The Student's Academic Future:

In conversation with the researcher the student was alert and articulate, but she also showed some of the characteristics of a non-confident student.

The researcher believes that the student is of moderate academic potential.

The researcher believes that the student's academic goal is not realistic.

The researcher believes that because of the student's age and life experience she might not relate well to students in college much younger than herself and this factor, combined with her confidence problems, put her moderately at risk of not completing an institution-based vocational program.

2. Janet, female, interviewed in a group discussion in Brandon.

Age: early 30's.

Personal and Academic History:

She was born and raised on a native reserve near Brandon, and she left school in the early years of high school. She got married and has two children. She is now divorced. She studied for one year at the Samaritan House program where she made good progress in her literacy and numeracy skills.

Current Situation:

She lives with her children and she receives welfare assistance.

She is currently studying in the ACC Adult Literacy program and preparing to enter Developmental Studies so she can eventually enter a college vocational program, possibly the Child Care Worker program.

Researcher's Prediction Of The Student's Academic Future:

In conversation with the researcher the student was alert and articulate, but she also showed some of the characteristics of a non-confident student.

The researcher believes that the student is of moderate academic potential.

The researcher believes that the student's academic goal is realistic.

(d) Students In Institution-based Programs Considering Transferring To Community-based Programs

The two students profiled below expressed some interest in eventually studying in college vocational programs. Both students also expressed some interest in transferring to a community-based program at a future date after the researcher explained the methods and possible advantages to the students of community-based programming. The explanation given emphasised the possibility of using community-based programming as an interim step (to wait for a seat to become available in the institution-based programs and to continue working on their skill levels) prior to entering institution-based programming.

1. Edward, male, interviewed one-on-one at Rockwood.

Age: 24

Personal And Academic History:

He was born and raised in North Kildonan, Winnipeg. He attended many schools, although he never completed junior high school. He worked for a few years as a janitor. He is single.

Current Situation:

He is just finishing a four year prison term in Rockwood. He has attended regularly at the Rockwood adult literacy program for one year and he currently reads at a high Stage 3 level. He expressed the fact that he enjoyed his work in the literacy program and, according to his teachers, although he was extremely shy when he began his work in the program he is now less withdrawn. He wants to attend Red River College to study auto-body repair.

The student expressed uncertainty about college admission requirements, the teaching methods and the sources of financial assistance for students in college.

Researcher's Prediction Of The Student's Academic Future:

In conversations with the researcher the student was alert, although he was hesitating in his speech and he showed some of the characteristics of a non-confident student.

The researcher believes that the student is of moderate academic potential.

The researcher believes that the student's career goal is realistic.

The researcher believes that the student's need to readjust to life outside of the correctional institution, combined with his confidence problems, put him moderately at risk of not successfully completing institution-based programs for the immediate future.

2. Jack, male, interviewed one-on-one at Rockwood.

Age: estimated mid 30's.

Personal And Academic History:

He was born and raised on remote native reserve. His first language was Saulteaux. He left school in grade 3 to log and trap. He learned English in his teenage years. He married in his early twenties, now he is divorced.

Current Situation:

He is just finishing a prison term in Rockwood. He has attended regularly at the Rockwood adult literacy program for one year and he currently reads at a low Stage 3 level. He indicated he enjoyed his work in the literacy program and that his confidence about his academic and career potential has improved.

He expressed some interest in attending college but he is not sure for what subject of study or what career goal.

The student expressed uncertainty about the kinds of courses available at the local provincial community college, the admission requirements, the teaching methods and the sources of financial assistance for students.

Researcher's Prediction Of The Student's Academic Future:

In conversations with the researcher the student was alert, although he was hesitating in his speech, and he showed some of the characteristics of a non-confident student.

The researcher believes that the student is of moderate academic potential.

The researcher believes that the student's need to readjust to life outside of the correctional institution, combined with his confidence problems and his need to orient to non-aboriginal, urban setting, put him at high risk of not successfully completing institution-based programs for the immediate future.

2. (D) Summary And Conclusions

Students In Community-based or Institution-based Programming

A summary of the observations regarding the student population in community-based or institution-based programming follows:

Age And Gender

- based on a qualitative assessment, the number of males and females is approximately equal in both types of programming, but the median age of students is slightly higher in community-based programming.

Self-concepts

- up to 70 percent of students in both types of programming are non-confident students.

Personal Histories

- students come from a variety of backgrounds, but a high percentage of students are in minimum wage or close to minimum wage jobs, are unemployed, receive welfare assistance, or receive some form of student financial assistance.

Transition Students

A summary of observations regarding the 14 transition students profiled follows:

Age And Gender

- 10 students are male (71%), 4 are female (29%).
- 6 students (43%) are in their twenties.
- 6 students (43%) are in their thirties.
- 2 students (14%) are in their forties.

Self-concepts

- 12 students (86%) showed at least some of the signs of a non-confident student.

Career Goals

- some of the career goals identified include chef, fashion designer - (2), nurse - (2), social worker, veterinarian doctor, meat-cutter, entrepreneur, child care worker, auto-body mechanic, business administrator.

- 3 students (21%) did not identify a career goal.

- 3 students (21%) are judged as having unrealistic career goals.

Academic Potential

- 4 students (29%) are judged as having high academic potential; 10 (71%) are judged as having moderate academic potential.

Source Of Income

- 4 students (29%) are currently working in either full or part-time jobs.

- 10 students (71%) are currently receiving welfare assistance.

Physical Impairments

- 2 students (16%) have some form of physical impairment - those identified were speech or vision impairments.

Reading Levels

- the students have reading levels ranging from stage 1 to stage 4.

Personal Histories

- all of the students have personal histories consistent with those histories typified in section 2 (b) above.

Conclusions

The typification of the whole student population in community-based and institution-based programming identifies a wide range of ages and personal histories in these populations, but it also identifies a high incidence of non-confidence across

the range of students within these populations. Also, the profiles of 14 transition students show characteristics consistent with those observed in the whole student population. These characteristics - the great range in age, the variety of personal histories, combined with a high incidence of non-confidence, creates a demand for adult literacy programming which is varied, flexible and innovative, and which attempts as much as possible to serve both the academic and non-academic needs of the students.

Programming must be varied because the students indicate a varied set of goals and purposes for undertaking literacy training. Broadly framed, these purposes and goals relate to one or more academic, vocational, upgrading, learner-centred and/or personal matters.

Programming must be flexible because many students' lives have been and continue to be what has been described as chaotic (Thomas 1991) and because students must respond on an on-going basis to their insecure financial situations. As well, students needs and goals will change as they gain confidence and as they gain higher levels of literacy and numeracy. A pertinent outcome of these aspects of students' lives is that they will likely withdraw and re-enter programs and transfer between programs with a frequency greater than that seen in the youth population served by the traditional school system.

Programming must be innovative because the student population served by adult literacy programming has not been able to adapt to the requirements and methods of the traditional system of education and training, a system primarily aimed at serving students who are not adults and who have different characteristics from the adult literacy student population observed in this study.

The researcher concludes that the programming requirements listed above cannot, without great difficulty, be created and maintained by a single type of programming operated by a single agency. The alternative, therefore, is for groups of programs and agencies to combine their efforts in a way that offers a multi-faceted set of services which are coordinated and articulated. (Recommendations on methods to achieve a greater degree of co-ordination and articulation are presented in Part 4.)

One of the central goals of coordinating and articulating literacy programs should be the creation of mechanisms which aim at facilitating the successful transfer of students between all types of programming: community-based, upgrading, school division-based and integrated programming.

In particular such mechanisms must attempt to reduce the barriers to successful transfers faced by one sub-group of students described herein as transition students. This conclusion is based on the assumption that transition students will be amongst the students most likely to attempt a transfer because of their expressed intention to do so. The conclusion is also based on the results of interviews and observations which indicate that transition students in community-based programming will increasingly become a source of students attempting to transfer into institution-based programming. Fourteen of nineteen students (74%) met in community-based programming expressed an intention to enter some form of institution-based programming at a future date. It must also be noted here that there is a demand for transfers from institution-based to community-based programming, but the researcher was unable to measure the size of this demand.

The researcher also notes that the public-at-large will remain a large, if not the largest source of students for all programs. Therefore, the system of adult literacy programming must also accommodate these individuals' needs for access to and transferability between programs.

The profiles of transition students presented herein indicate that these students face a number of significant barriers to successful transfers and that these barriers are of two types: (i) barriers internal to the student, and (ii) barriers external to the student.

Barriers internal to the student include:

- problems related to low self-confidence, such as anxiety and/or low self-esteem.
- chaotic lifestyles which contribute to poor attendance, poor academic performance and frequent changes in programs.
- unclear and sometimes unrealistic goals.
- insufficient academic potential.
- physical or mental disabilities.

Barriers external to the student include:

- a lack of seats in most programs.
- a lack of information regarding courses, financial aid and career options.

- insufficient or insecure sources of income.

- a lack of articulation, collaboration and coordination between programs.

- the widespread use of individualized programming by institution-based programs which may place some students, including those from community-based programming, at a disadvantage because of difficulties they may encounter adapting their learning styles to the requirements of this type of programming.

The combined effect of these internal and external barriers is to place all of the transition students in this study at risk (to varying degrees) of not successfully completing a transfer between programs.

The researcher observed that integrated programs have developed some effective mechanisms to respond to the needs of at-risks students in the institutional setting. Principally, these mechanisms include an attempt to combine literacy training with vocational training and efforts to expand and coordinate support services so as to address students' academic and non-academic needs. The effectiveness of these aspects of integrated programming indicate that it should continue to be an important element of programming in the field of adult literacy training

Recommendations to reduce the barriers to successful transitions, including the expansion of integrated programming, are in Part 4 below.

Part 3. Student Financial Aid

The researcher conducted a brief examination of the main forms of student financial aid: provincial student aid, student social allowance, EIC training allowances, Band Council sponsorships and provincial and municipal welfare. Based on information received from staff in the agencies administering these programs and from students and staff interviewed in literacy programs, the following preliminary conclusions can be made:

(a) Policy Issues

The system of financial aid is overly complicated and is very much dependent for its successful operation on the assistance and advice provided to students by financial aid counsellors. Even then, inequities do occur as a result of various policy and financial constraints. Specifically, the researcher notes:

- that at the college upgrading level the system is placing a debt load on students least able to pay back debts.

- there is no clearly stated policy or mechanism for determining whether or not an adult literacy student in need of financial assistance will be referred to EIC to apply for a training allowance, or be referred to the provincial student aid branch to apply for assistance, and at the latter location face the possibility of obtaining a federal loan.

- there is great variety in the policies of the various Band councils and Tribal Councils regarding funding adult students in high school or upgrading.

- a lack of knowledge about some financial aid programs, particularly federally sponsored programs, exists within the general student population and amongst some staff serving students. This is due in part to the fact that some of the information on the financial aid programs is not easy to obtain.

(b) Barriers To Transitions

The researcher noted a number of dilemmas that arise for students contemplating a transfer between programs, all of which may act as barriers to successful transfers. It should be noted that the financial aid system is so varied and complex that it is difficult to make generalizations regarding these barriers.

- All students transferring from community-based programs to colleges will have to seek-out sponsorship, unless they are fee-paying, to study at the 5-10, College Preparation and Developmental Studies levels to pay tuition and other academic costs, using either Manitoba Bursaries, federal loans, Band Council sponsorship, federal training allowances, or other less common forms of sponsorship. There is no guarantee support will be available other than federal loans. Students transferring to ACC's Adult Literacy program are not required to pay for tuition or books.

- All students transferring from the WAEC to college upgrading will lose their high school bursary and must reapply for provincial student aid. They also face the prospect of getting a federal student loan if they have sufficient income.

- Status natives transferring from the WAEC to college up-grading will lose their provincial high school bursaries and must seek-out Band Council funding (in some Bands, difficult to get for upgrading) or other federal funding. There are reports of native students in this situation having applied first to provincial student aid (not eligible), then to EIC (refused), then to Band Councils (refused), and then returning to provincial student aid to be referred to Student Social Allowances for special consideration.

- All students transferring from colleges or WAEC to community-based programs will lose all their funding: (bursaries, federal loans, Band Council sponsorship or other federal sources), and they will likely have to transfer from Student Social Assistance to Welfare assistance.

- In some instances, the kind of financial assistance a student receives may vary depending upon which counsellor or staff person the student deals with at the institution.

4. Methods To Increase The Number Of Successful Transfers Between Programs By Students In Adult Literacy Programming

Introduction

The researcher presents here a series of recommendations which address three main barriers to successful transfers between programs. These barriers are:

- the need to improve mechanisms for referrals and student self-referrals between programs.
- the need for coordinated planning in the field of adult literacy training and basic education as a prerequisite to achieving greater articulation and coordination of programs.
- the need to adopt and/or expand certain elements of programs design aimed at better serving the needs of non-confident students.

The recommendations below are divided into three types: (a) task specific, (b) program specific and (c) system-wide.

The recommendations are grouped in this way because of the different ramifications each type of recommendation has on program planning and operations across the system of adult literacy programming. This assertion is based on the assumptions that recommendations which are task specific will affect only a small part of program planning and operations. However, those recommendations which are program specific and those recommendations which are system-wide will, increasing in the order listed, have greater ramifications for aspects of program planning and operations which are not directly related to the goal of increasing the number of successful transfers.

Because the ramifications of type (c) recommendations tend to be greater than the ramifications for type (a) or type (b) recommendations the researcher suggests that in most cases the degree and type of analysis required to assess the benefits and possible costs of each recommendation varies and increases with each type of recommendation.

List Of Basic Recommendations

(a) TASK SPECIFIC RECOMMENDATIONS

1. A Review Of Available Seats and Student Demand.

2. Improving Knowledge Of Programs And The Process Of Self-Referrals.

(b) PROGRAM SPECIFIC RECOMMENDATIONS

3. Easing The Transition From Learner-centred To Individualized Programming.

4. Expanding Integrated Programming.

5. Regional Meetings On Referrals.

6. Expanding And Supporting Inter-Agency Groups.

(c) SYSTEM-WIDE RECOMMENDATIONS

7. Implementing Coordinated Planning.

8. Improving And Clarifying Student Aid Policies.

9. Future Research: Building Better Links With Workplace Programs.

(a) Task Specific Recommendations

1. A Review Of Available Seats and Student Demand.

Discussion:

All of the institution-based programs visited and a majority of the community-based-programs visited indicated that they are currently full and that they are maintaining student waiting lists. Some lists require students to wait more than one term, before receiving a placement. In this situation students transferring between programs face immediate deterrents in the form of delays and uncertainty regarding admission to the receiving programs.

Recommendation:

A province-wide review of the number of students on waiting lists should be compiled to determine the availability of spaces in the system and the needs for program expansion.

Literacy and numeracy training is of crucial importance to adults adapting to the changing demands of contemporary society. If it is shown that significant shortages in programs and/or seats exist, the researcher suggests that literacy and numeracy programming must receive priority as an area for program expansion and additional resources.

2. Improving Knowledge Of Programs And The Process Of Self-Referrals.

Discussion:

The process of student referrals between programs relies to a large extent on the advice given to students by teachers, counsellors and related workers in other agencies. Various staff interviewed pointed out that the advice given to students is primarily aimed at generating sufficient interest and desire in the student so that he or she eventually undertakes the steps necessary to complete a successful transfer. Through this method of counselling, all referrals essentially become a process of freely chosen self-referrals by students.

The researcher noted that in some locations the amount of information is limited and/or insufficient on the variety of programming available. In some cases, the information available is concentrated on a few local programs and it may be uneven in the degree of detail provided.

Recommendations:

A comprehensive document modeled on Klassen, E.S.L. Information Kit: ESL Classes in Winnipeg, should be prepared and widely distributed for use as a staff and student resource document in the field of adult literacy programming, particularly for matters related to referrals and self-referrals of students. The document should contain appropriate and necessary information on a wide variety of student program options, and it should be written (with diagrams and pictures) in a way so as to be accessible to both students and staff. The document should contain a variety of information, including information on program goals and methods, tuition fees, student aid, term dates, intake dates, program schedules, names and

pictures of staff and student career and academic options, and any other relevant information. Such a document can be used in a variety of ways, both as reference and teaching material and as a resource for staff involved in recruiting students to specific programs.

The document should be bound so as to allow for continuous updating, or it could possibly be presented in computer software format for use in those programs with the appropriate hardware.

(b) Program Specific Recommendations

3. Easing The Transition From Learner-centred To Individualized Programming.

Discussion:

The widespread use of individualized programming by institution-based programs may place some students, including those from community-based programming, at a disadvantage because of difficulty they may encounter adapting their learning styles to the materials and teaching methods of this type of programming. Some of the main requirements students face in individualized programming, some of which may act as barriers to transfers, include:

- the ability to work independently and to seek assistance when needed. (This includes the ability to take instruction in print or diagram format.)
- the ability to understand and accept goals and methods which may not have an immediate or obvious benefit to the student and which were not originally formulated by the student.
- the need to overcome feelings of cultural alienation.
- the need to learn English as a second language.

Recommendations **, ***, and **** below are particularly aimed at helping students who have a high need for oral expression and inter-personal contact as part of their style of learning.

Recommendations:

To ease the transition between learner-centred and individualized programming, the researcher recommends a variety of measures for programs utilizing individualized programming. These include:

***- to increase the availability of part-time, evening and summer term and correspondence classes in individualized programs. These kinds of courses would allow students currently in community-based programs, and those on waiting lists, to enter individualized programs gradually, as well as open these types of programs to a wider variety of students.**

****- the expansion of the use of language experience curricula for teaching reading and writing. The resources and staffing needed to conduct professional development sessions in individualized programs required for the implementation of this recommendation should be a funding priority.**

*****- the expansion of peer-tutoring programs in literac programs, currently offered in some institutional settings, but only at the vocational level.**

******- the promotion of student discussion and support groups, student resource areas and student lounges and the use of regular group feed-back sessions to allow students in individualized programs to express their ideas and needs regarding programming.**

4. Expanding Integrated Programming.

Discussion:

As indicated in Part 2 above, the research concludes that a high percentage of students entering institution-based programming from community-based programming are in the position of "at-risk" students.

The researcher notes recent research completed by the Inner City Initiative Branch on "at-risk" elementary school students. This research suggests that remedial counselling may not be an effective method of responding to the needs of "at-risk" students. In fact, according to the ICI report, such programs may actually contribute to school failure by:

1) reducing expectations for at-risk students and their teachers and stigmatizing such students as slow learners,

2) slowing down the pace of instruction so that at-risk students fall farther and farther behind their non-disadvantaged peers,

3) emphasizing the mechanics of basic skills without providing substance and applications that will keep the at-risk student interested and motivated,

4) providing no mechanism or incentives for closing the achievement gap between disadvantaged and non-disadvantaged students, and

5) advancing strategies for at-risk students without adequately involving teachers and parents, (i.e. family members) in the formulation of these strategies.

Although the ICI report focuses on strategies for "at-risk" elementary students, the researcher believes that the comments above apply equally to adult programming. Although the ICI report recommends alternative strategies to remedial assistance, all of which may not apply to the adult setting, the main technique - which involves using integrated programming as an alternative to remedial measures - should also be adopted in adult programs.

Recommendation:

The researcher recommends that, where possible, the number of institution-based programs which utilize an integrated approach to adult literacy training be increased. Such programs normally utilize re-designed curricula, teaching methods, term dates, student funding mechanisms, and integrated counselling and support services to combine basic skills training with vocational and/or academic study.

In some integrated programs, community representatives play a key role in student selection and program administration and governance. UNIAP - RRCC, (see Gaber 1989)

The programs developed by Access North at KCC, and by UNIAP at RRCC, present useful models for these recommendations.

5. Regional Meetings On Referrals.

Discussion:

There is at present no province-wide system of referrals for students wanting to transfer between programs related to adult literacy. The system at present relies heavily on the efforts of program administrators, student counsellors, employment counsellors, welfare counsellors and teachers to provide students with information and advice regarding the alternatives they face should they wish to transfer to a different program. Once advice has been given it lays with the student to follow through on the referral.

Recommendation:

A series of regional and province-wide meetings should be scheduled to bring together the appropriate administrators, counsellors and teachers to exchange information and discuss ways of improving student referrals.

On a regional basis, such meetings should occur, as a minimum, once each academic term and on a provincial basis, once each year.

The researcher recommends that some of the initial objectives of such consultations be:

- to clarify the types and locations of programs in the province and to provide the information necessary for making referrals.

- to clarify for staff the differences between "integrated" and "non-integrated programming".

- to establish policy guidelines for counsellors referring students to vocational programs and who must decide whether or not to refer students to "integrated" or "non-integrated" programs.

- to establish a referral mechanism to community-based programs for students who are unable to pass specific Compacs in college up-grading.

6. Expanding and Supporting Inter-Agency Groups.

The researcher learned of the existence of a number of inter-agency groups operating in the province who have adopted as one of their principal goals: achieving greater inter-agency collaboration and articulation in the field of literacy and adult education. The groups currently operating include:

* - the Agassiz Independent Learning Centre Advisory Committee, Beausejour

- the Brandon Inter-agency Group, Brandon

- the Pas Inter-agency Working Group, The Pas

- the Selkirk Inter-agency Group, Selkirk

* - the Pembina Valley Language Education for Adults Committee, Winkler

The groups marked with * operate in association with regional development corporations.

This list may not be exhaustive.

Participation by agency representatives in these groups is on a voluntary basis, and representatives add to their regular work load by participating.

The researcher noted that the goals, methods, membership and degree of structure of each group varies, according to regional preferences and needs. In particular, the researcher noted that some groups play an active role in regional adult education, by planning and administering programs, whereas in other regions the groups place more emphasis on their consultative, advisory and advocacy roles.

The information that the researcher has received regarding the operation of the inter-agency groups suggests that they have already encountered and studied some of the questions explored in this study and they have built-up a solid basis of knowledge, expertise and professional contacts so as to be able to continue work on, amongst other things, the questions of collaboration and articulation in the field of literacy and adult education.

Also, the researcher suggests that if the inter-agency groups were to take an active approach to program planning and administration, it would be possible for them to create systems of courses and services that are strongly linked to each other

and to other elements of the public and private sectors. The work being done by the Pembina Valley Language/ Education for Adults Committee provides encouraging examples in this regard.

The researcher also suggests that inter-agency groupings, because of their aspect of voluntary participation, and their combination of institutional membership with a regional or community focus, may be a good organizational mechanism for bridging the gap between community-based and institution-based programming.

Recommendations:

The researcher recommends that inter-agency groups be afforded an important role in the on-going process of creating and managing collaboration and articulation between programs.

The following specific recommendations is made:

- mechanisms for these groups to exchange information, receive support and formulate plans on a provincial basis need to be designed.

(c) System-Wide Recommendations

7. Implementing Coordinated Planning.

Discussion:

In the project, the researcher became aware of a group of agencies and departments in the province providing services in the area of adult literacy training, either as their primary function, or as one of many services provided. The main agencies and departments noted are, at the provincial level: Manitoba Literacy Office, provincial community colleges, various departments in the universities including continuing education and writing programs, Winnipeg School Division No. 1, ACE Branch, HROC, New Careers, and at the federal level: Secretary of State, Indian Affairs and various Band Councils and Tribal Councils, Employment and Immigration and other offices of mixed jurisdiction including the CORE Area Initiative, various corrections departments and as well various federal, provincial and municipal offices involved in student funding matters. (This list may not be exhaustive.)

Students during their literacy training may receive services directly or indirectly from some or all of these agencies and

departments. Some offices will serve students simultaneously, each office providing a different service, while others will meet students as they proceed from and between programs.

The researcher suggests that in an era when the growth of public expenditures is facing tight restrictions one of the main opportunities for program improvement lies in the area of co-ordination, collaboration, and articulation. (This is not to suggest that the researcher believes that the current levels of program funding are adequate; however, it is not within the scope of this project to analyze, in-depth, the current levels of program funding.)

The research also notes that efforts aimed at articulation and coordination of programming must principally address policies and program design related to accreditation, admission policies and curricula. These three areas are linked in the way they affect initiatives to increase the number of successful transfers by students. Efforts aimed at reforming or altering one or more area of policy must account for the inter-relatedness of these policies. However, the task of implementing articulation and co-ordination cannot occur in isolation from the other fundamental aspects of policy including jurisdiction, funding levels, programs goals, program methods and overall educational priorities. Any agency involved in the implementation of articulation and coordination must operate within the constraints and guidelines that these policies present. The researcher was not made aware of policy statements and system plans which address the issues of adult literacy training and basic education on a provincial basis.

Recommendations:

(i) A lead agency or ministry should be identified or created to co-ordinate the literacy and adult basic education programs and services provided by several provincial government departments and to promote the co-ordination of programming offered by other government departments, post-secondary institutions, community organizations, business and labour in Manitoba.

Efforts have been undertaken in British Columbia and Alberta to produce coordinated systems involving a wide array of institutions, programs and services. (See Alberta, Community Programs Branch, Foundations for Adult Learning and Development Policy; and see B.C. Provincial Update on ABE Articulation.)

These efforts should be studied to determine how they might provide guidance to program planners in Manitoba.

(ii) A provincial policy on adult literacy and basic education should be formulated and adopted. Such a policy would identify priorities and articulate basic plans for such issues as jurisdiction, funding levels, programs goals, program methods, articulation and coordination.

Efforts have been undertaken Alberta to produce a provincial plan for adult literacy training. (See Alberta, Community Programs Branch, Foundations for Adult Learning and Development Policy.)

These efforts should be studied to determine how they might provide guidance to program planners in Manitoba.

Re: Accreditation:

Policies have recently been implemented in British Columbia with the aim of establishing a provincial framework for adult basic education, which includes a provincially coordinated and recognized system of accreditation aimed at, amongst other things, increasing the portability of accreditation and the ability of students to transfer between programs. (See B.C. Provincial Update on ABE Articulation.)

The researcher suggests that although a provincial system of accreditation may be a worthwhile goal, such a system can only come as the final product of a process of integration, collaboration and consultation across the field of adult basic education. Such a system could have a number of benefits for students, including increasing their ability to move between programs and between employers and employee related training programs.

Recommendation:

(iii) The researcher recommends that a provincial system of accreditation for adult literacy training and basic education be adopted. However, it must be adopted in ways that:

- **preserve the ability of community-based programming to use learner-centred programming while at the same time allowing community-based programming to offer accreditation where it may be of benefit to students.**

- **allow for regional differences in programming methods, including curricula, as required by local needs.**

The researcher recommends that policies in B.C. be studied carefully to determine how such policies may be applied in Manitoba.

Re: Admissions:

Standardized in-take tests are an important tool used in the admissions process, but the tests used are not same in each of the programs. Also, there is not a good understanding in the various community-based programs regarding which tests are used and how they are used.

Recommendations:

(iv) A number of agencies and community representatives should be brought together to review and formulate culturally sensitive in-take tests to be used by the college admissions offices. Such a review should occur on a continuing and regular basis.

(v) Examples of such tests should be distributed in the various community-based programs so that students can practise and prepare and estimate their level of preparedness prior to writing these tests in the institution-based programs.

(vi) Intake tests should be supplemented by admissions processes which involve the use of selection juries such as that described for Access North.

Re: Curriculum:

Discussion:

The use of separate and different types of curricula may mean that students will encounter different teaching methods and learning materials as they move between programs. There are in place certain mechanisms to assist students to adapt to these new methods and materials (principally these are orientation sessions, study skills courses and preventive and remedial tutorial services). There are, however, few mechanisms in place to adapt methods and materials according to students different learning styles, in particular the learning styles of non-confident students.

The high incidence of non-confident students in the total student population suggests that measures must be adopted on a province-wide basis to provide, amongst other things, the teaching methods and materials which are most effective for such students. However, the researcher suggests that the process of

curriculum reform to be successful must incorporate a high degree of teacher involvement and teacher support from a variety of programs and regions in the province. Such a process would be based on the principle that a specific curriculum cannot be "imposed" from above; rather, new curricula must develop through a process of dialogue and discussion involving centrally coordinated agencies and the staff in individual programs. In this way, a variety of teaching styles, program differences and regional concerns can be accommodated. The end result would be a curriculum understood and supported by the staff in the individual programs and the creation of greater appreciation at all levels of the differences and similarities between the programs in the province.

Recommendations:

(vii) An inter-agency review of adult literacy and numeracy curriculum methods, materials and content should be undertaken with the goals of:

- **locating and implementing curricula (including teaching methods and materials) determined to be the most effective for non-confident students, while at the same time allowing for a variety of curricula methods, materials and content depending on student and teacher preferences.**

(viii) The process of curriculum reform and development must be ongoing and dynamic so as to accommodate the changing needs of students, of society and to respond to and incorporate innovative materials and methods which emerge. A key aspect of maintaining ongoing and dynamic curriculum reform is the creation of mechanisms for the exchange of information regarding new curricula. The researcher suggests that one mechanism which may be created to promote ongoing curricula reform and development is the creation and circulation of newsletters aimed at publicizing new materials and methods. The researcher recommends that sufficient staff and resources be made available for the creation of this type of newsletter.

(ix) There must be mechanisms designed for students working in either one of these formats to complete that curriculum format or withdraw from it, and re-enter one of the two other formats. For example, a student working at the grade 11 level in the academic curriculum who decided to enter the integrated vocational curriculum would be given advance credit for levels of achievement attained as well as additional assistance to catch up

on curriculum materials not encountered. The same procedures would be used for students moving from the integrated vocational curriculum to the literature and academic curriculum or from the learner-centred curriculum to either of the other two curricula.

Studies have been undertaken in B.C. to create an articulated system of curriculum on a provincial basis. This system should be studied in Manitoba.

Re: G.E.D.

Discussion:

A significant number of students currently studying in community-based programs are preparing to write their G.E.D. 12 examination. In some programs, this number may be as high as 20% of the total student population.

These students would be included in estimates released by the Distance Education Branch which indicate that approximately 2,000 adults per year write the G.E.D. test in Manitoba. (Due to a computer malfunction, no figures are currently available on how many students are successful each year in receiving their G.E.D. 12 certificates.)

Information received from various college and high school administrators indicates that the G.E.D. is not accepted in those institutions as a reliable certification of skill level. Statistics from RRCC show that 66% of G.E.D. certified students do not pass the RRCC in-take test.

Recommendations:

(x) Use of the G.E.D. certificate as a study and testing device should be reviewed.

As a possible replacement, a full Literacy and Basic Education completion correspondence course should be developed in consultation with the WAEC, the colleges, and the Manitoba Literacy Office.

8. Improving And Clarifying Student Aid Policies

Discussion:

The system of financial aid is overly complicated and is very much dependent for its successful operation on the assistance and advice provided to students by financial aid councillors, even then, inequities do occur, as a result of

various policy and financial constraints. Also the researcher noted a number of dilemmas that arise for students contemplating a transfer between programs.

Recommendations:

A province-wide consultation and review of policies, related to student funding in adult literacy programming, is recommended. This review would occur as an inter-agency process. Some of the main goals of the review would be to survey levels of funding and methods of evaluating student need and, where possible, eliminate inequities existent in the system.

9. Future Research: Building Better Links With Workplace Programs.

Discussion:

One of the assumptions within the general analytical framework of this study is that students who express a desire to transfer from a community-based to an institution-based program will on balance eventually benefit from such a transfer, according to some indicator of social, economic or personal gain to the student.

However, the researcher noted during interviews with students that a variety of characteristics in students (including learning styles, age, goals, and capabilities) suggested that some students may benefit only to a limited degree from a transfer to another literacy program, either institution- or community-based. In this situation, the students may benefit more from a direct transfer to employment and/or job-based training programs, including workplace literacy programs.

It is beyond the scope of this project to assess the percentage of students in the total population who might benefit more from a direct transfer to job-based, including workplace literacy programs. (It is also beyond the scope of this project to assess the percentage of students currently in workplace literacy programs who might benefit from a transfer to or connection with community-based or institution-based literacy programs.) The researcher also notes that it was not the primary focus of the researcher to assess the demand or need for transfers to and from workplace programs; however, based on information received during interviews with students, the researcher estimates that students (a) 8, 9, 10, (d) 2, 4 of 14 transition students may benefit more from a direct transfer to a

workplace program than to an institution-based program. (The principle considerations in this estimate are the student's age, life experience and work histories.)

Recommendation:

The researcher recommends that the potential for building better links between all types of adult literacy programming and workplace literacy programming be studied.

Such a study would analyze the potential for the coordination and articulation of curriculum, teaching staff and accreditation between these types of programming which would lead to an increase in the number of successful transfers between these types of programming.

Conclusion:

During the project the researcher observed that literacy and adult basic education programming provides a valuable and effective service to the students and to the communities in which the students reside. This observation was confirmed by several students (and various staff) who acknowledged the fundamental importance of literacy training and of basic education generally. Many of the same individuals also acknowledged the importance of the related forms of support - financial, vocational, personal, cultural and others - provided by these programs.

The researcher concludes that adult literacy programming should remain as one of the priorities for government and other forms of funding and that funding provided should be increased to serve the current levels of demand for seats and to recognize the need to serve both the academic and non-academic needs of students.

The results of this study show that one important part of adult literacy programming is to provide information and to create mechanisms which will allow students to move between programs so they may find programs which best serve their needs. The study also showed, however, that some barriers to transfers exist in the current system of programming including the fact that those types of programming most able to serve transition students' needs may not always be accessible to such students.

The researcher concludes that the implementation of the recommendations listed above will contribute to the reduction of the barriers to transfers and lead to an increased number of successful transfers. Students who are successful in making transfers between programs will ultimately be better able to achieve their personal and academic goals and thereby be better able to achieve greater levels of personal fulfilment and productivity.

FOOTNOTES

1 - Pathways for the Learner:A Strategy for Literacy for Manitobans, The Report of the Manitoba Task Force on Literacy, (1989), Winnipeg, Manitoba: Manitoba Education and Training.; Recommendations of the Manitoba Task Force on Literacy, (1989), Winnipeg, Manitoba: Manitoba Education and Training.

2 - Task Force, Recommendations, p. 17.

3 - Task Force, Report, p. 46.

4 - Ibid., p. 46.

5 - Recommendation, p. 2.

6 - Association for Community-Based Education., Literacy for Empowerment: A Resource Handbook for Community-Based Educators, Association for Community-Based Education. Washington, D.C., USA. 1990 , p.5.

7 - International Encyclopedia of the Social Sciences, Macmillan, 1968, p. 410.

8 - Stage 1-4 adapted from Literacy Office materials. The grade equivalents are rough estimates provide by Literacy Office staff.

9 - Adapted from Constance Weaver, Reading process and practice: from socio-psycholinguistics to whole language. Portsmouth,N.H.:Heinemann, 1988. p 201.

10 - Association for Community-Based Education, Literacy for Empowerment: A Resource Handbook for Community-Based Educators, Washington, D.C., USA, 1990, p. 5.

11 - Association for Community-Based Education, Literacy for Empowerment: A Resource Handbook for Community-Based Educators, Washington, D.C., USA, 1990, p. 5.

12 - Information received from Manitoba Literacy Office.

13 - Information received from Manitoba Literacy Office.

14 - Literacy for Empowerment: A Resource Handbook for Community-Based Educators, p. 5.

15 - Report, p.46.

16 - Adult Basic Education/Adult Basic Literacy: Curriculum Guide and Resource Book, 1987, Ministry of Advanced Education, Training and Technology. Victoria, B.C., p. 10. 1987.

17 - Literacy for Empowerment: A Resource Handbook for Community-Based Educators, p. 3.

18 - International Encyclopedia of the Social Sciences, Macmillan, 1968, p. 410.

19 - As seen in various community college and school division programs.

20 - As seen in various community college and school division programs.

21 - Standardized tests are the method widely used.

22 - Information received from the Manitoba Literacy Office.

23 - As seen in various community college and school division programs.

24 - Catherine S. Rans, Community-Based Training: A Field Guide, Ontario Network of Employment and Skills Training Projects, Toronto, Ontario, 1989, p. 6.

25 - Adult Basic Education/Adult Basic Literacy: Curriculum Guide and Resource Book, p. 9.

26 - Ibid., pp. 8-12.

27 - Ibid., pp. 8-12.

28 - Ibid., pp. 8-12.

29 - Ibid., pp. 8-12.

30 - As seen in various community college and school division programs.

31 - As seen in various community-based programs.

BIBLIOGRAPHY

DRAFT Adult and Continuing Education, Post Secondary, Adult and Continuing Education and Training Division. (1990) Basic Skills for Adults: Implications for a Provincial Labour Market Strategy, Winnipeg, Manitoba: Manitoba Education and Training.

Association for Community-Based Education. (1990) Literacy for Empowerment: A Resource Handbook for Community-Based Educators, Washington, D.C., USA: Association for Community-Based Education.

British Columbia. (1987) Adult Basic Education/Adult Basic Literacy: Curriculum Guide and Resource Book, Victoria, B.C.: Ministry of Advanced Education, Training and Technology.

_____. (1989/1984) Native Literacy and Life Skills Curriculum Guidelines: A Resource Book for Adult Basic Education, Victoria, B.C.: Ministry of Advanced Education, Training and Technology.

_____. (1990) Provincial Up-date on ABE Articulation: September 1990: A Joint Project of the Adult Basic Education Steering Committee and Ministry of Advanced Education, Training and Technology, Victoria, B.C.: Ministry of Advanced Education, Training and Technology

Cameron, Joyce.(1984) A Guide for Tutoring Adult Literacy Students,Richmond, B.C.: Open Learning Agency, Ministry of Advanced Education and Job Training.

Community Programs Branch, Alberta Advanced Education. (1990) Foundations for Adult Learning and Development Policy. Edmonton, Alta.: Alberta Advanced Education.

Frontier School Division. (1990) Anumchigawin: Adult Literacy Program Report, Winnipeg, Manitoba: Frontier School Division.

Gaber, D. A. (1989) Addressing the Issues of Functionally Illiterate Adults In Manitoba: A report prepared for the Manitoba Literacy Task Force. Winnipeg: Red River Community College.

_____. (1987) The Use of the Reciprocal Teaching Method to Improve the Reading Comprehension of Functionally Illiterate Adults, M.A. Thesis, University of Calgary.

_____. (1990) Journeys Education Association Inc., Winnipeg, Manitoba, Canada, presented at the World Reading Congress, Stockholm, Sweden, July 4, 1990.

DRAFT Inner City Initiative. (1990) What Works for At-Risk Students: Options, Opportunities and Challenges, Winnipeg, Manitoba: Manitoba Education and Training.

Klassen, D. (1989) E.S.L. Information Kit: ESL Classes in Winnipeg, Winnipeg, Manitoba: Manitoba Education and Training.

Manitoba Education and Training. (n.d.) Access Programs (i) Mandate (ii) Principles (iii) Programs (iv) Student Selection Process, Winnipeg, Manitoba: Post-secondary Career Development Branch.

_____.(1990) Answering the Challenge: Strategies for Success in Manitoba High Schools, Winnipeg, Manitoba: Manitoba Education and Training.

_____. (1988) Journeyworkers: Approaches to Literacy Education with Adults. Tutor's Handbook. Winnipeg, Manitoba: Manitoba Education and Training.

_____. (1990) Partners in Skills Development: The Report of the Skills Training Advisory Committee, Winnipeg, Manitoba: Manitoba Education and Training.

_____. (1989) Pathways for the Learner: A Strategy for Literacy for Manitobans, The Report of the Manitoba Task Force on Literacy, Winnipeg, Manitoba: Manitoba Education and Training.

_____. (1989) Recommendations of the Manitoba Task Force on Literacy, Winnipeg, Manitoba: Manitoba Education and Training.

Martin, F., et. al., (1990) (un-published), Notes on Admissions, Retention, and Performance of "At-risk" Students., Winnipeg, Manitoba: Red River Community College: Student Tutorial Services.

Rans, Catherine S. (1989) Community-Based Training: A Field Guide, Toronto, Ontario: Ontario Network of Employment and Skills Training Projects.

Thomas, A.M. (1983) Adult Illiteracy in Canada: A Challenge, Ottawa, Ontario: Canadian Commission for Unesco.

_____. (1990) The Reluctant Learner: A Research Report on Non-Participation and Drop-Out in Literacy Programs in British Columbia, Victoria, B.C.: Ministry of Advanced Education, Training and Technology.

Weaver, Constance. Reading process and practice: from socio-psycholinguistics to whole language. Portsmouth, N.H.: Heinemann, 1988. pp. 175-232.

APPENDIX I

Building Better Links Project Steering Committee:

Red River Community College	Paul McGeachie - Dean of Developmental Education
	Frank Gamaldo - Manager of Brooklands ABE Extension Centre
Keewatin Community College	Cliff Nichols - Chairperson Learning Support Services
Assiniboine Community College	Marie Matheson - Basic Literacy Instructor
Manitoba Literacy Office	Devron Gaber - Director
Secretary of State	Jackie Friesen
Literacy Workers Alliance of Manitoba	Judy Baker
Literacy Practitioner	Irene Wiens

APPENDIX II

Programs Visited:

Beat the Street, Winnipeg

Journeys Education Association, Winnipeg

Red River Community College, Brooklands, Winnipeg

Red River Community College, Tutorial Centre, Winnipeg

Red River Community College, Admissions Office, Winnipeg

Human Resources Opportunity Centre, Winnipeg

Rockwood Adult Literacy Program, Stony Mountain

Samaritan House Adult Literacy Program, Brandon

Brandon Friendship Centre, Brandon

Brandon Correctional Institute, Brandon

Assiniboine Community College, Winnipeg

Keewatin Community College, The Pas

The Pas Friendship Centre, The Pas

Moose Lake Adult Literacy Program, Moose Lake

Winnipeg Adult Education Centre, Winnipeg

Winnipeg Volunteer Reading Aides, Winnipeg

Student Aid Branch, Education and Training, Winnipeg

Student Social Allowance, Income Security, Winnipeg